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ABSTRACT

This document is comprised of presentations and highlights from a 1997 forum on implementing the 1997 amendments to the Individuals with Disabilities Education Act (IDEA). The forum focused on provisions of IDEA that relate to individualized education program (IEP) requirements in the areas of conduct, social skills, academics, and ways to implement disciplinary requirements with students having emotional or behavioral disorders. Presentations by keynote speakers are included in full and are: (1) "Overview of the 1997 Individuals with Disabilities Education Act" (Eleanor Guetzloe); (2) "Translating the IEP into Practice: Ensuring Positive Outcomes for Students with Emotional and Behavioral Disorders in the Areas of Conduct and Social Skills" (James Fox and others); (3) "Translating the IEP into Practice: Curricular and Instructional Accommodations" (Sarup R. Mathur, J. Ron Nelson, Robert B. Rutherford, Jr.); (4) "Translating the New Discipline Requirements of the 1997 Individuals with Disabilities Education Act into Practice" (Beverley H. Johns); and (5) "Translating Discipline Requirements into Practice through Behavioral Intervention Plans: The Use of the Functional Assessment" (Richard Van Acker). Also included are highlights from forum dialogue groups which discussed the following topics: "Overcoming Systemic Inertia To Achieve the Intent of the 1997 Amendments to IDEA" (L. Juane Heflin and Mary Bailey Estes); "New Challenges and Opportunities for Serving Students with Emotional/Behavioral Disorders" (Maureen A. Conroy and Ellen Wildemann Broom); "It's Deja Vue All Over Again" (Cathy D. Kea and Hank M. Edmonson); "Providing Positive Behavioral Supports for Students with Emotional/Behavioral Disorders" (Mary Beth Noll and Jan E. Aiello); and "Building Structural Supports for Students with Emotional/Behavioral Disorders under IDEA 1997" (Brenda Townsend and Donna McCrary). (Individual papers and reports contain references.) (DB)

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IMPLEMENTING THE 1997 IDEA: NEW CHALLENGES AND OPPORTUNITIES FOR SERVING STUDENTS WITH EMOTIONAL/BEHAVIORAL DISORDERS

HIGHLIGHTS FROM THE FORUM ON THE 1997 IDEA
SPONSORED BY
COUNCIL FOR CHILDREN WITH BEHAVIORAL DISORDERS

ORLANDO, FL
FEBRUARY 20-21, 1998

EC 307175

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ABOUT THE COUNCIL FOR CHILDREN WITH BEHAVIORAL DISORDERS (CCBD)

CCBD is an international professional organization committed to promoting and facilitating the education and general welfare of children/youth with behavioral and emotional disorders. CCBD, whose members include educators, parents, mental health personnel, and a variety of other professionals, actively pursues quality educational services and program alternatives for persons with behavioral disorders, advocates for the needs of such children and youth, emphasizes research and professional growth as vehicles for better understanding behavioral disorders, and provides professional support for persons who are involved with and served children and youth with behavioral disorders.

In advocating for the professionals in the field of behavioral disorders, CCBD (a division of The Council for Exceptional Children) endorses the Standards for Professional Practice and Code of Ethics which was adopted by the Delegate Assembly of The Council for Exceptional Children in 1983.

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- **Behavioral Disorders**
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  - Alternative Programs for Students with Social, Emotional, or Behavioral Problems
  - Curriculum and Instruction Practices for Students with Emotional/Behavioral Disorders
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  - Developing Social Competence in Children and Youth with Challenging Behaviors
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PREFACE

On June 4, 1997, President Clinton signed into law Public Law 105-17, better known as the Individuals with Disabilities Education Act (IDEA). The 1997 Amendments to IDEA contain a number of changes over prior legislation, changes that promise to have a significant impact on schools. For example, previous legislation sought to ensure that students with disabilities were given access to a "free and appropriate public education" in the "least restrictive environment" (LRE). Now, in recognition of the growing number of student behavior problems, the 1997 Amendments require school-based IEP teams to address the relationship between student behavior and classroom learning. Current legislation requires that IEP teams deal with the behavior of students that interferes with their learning, that of their classrooms, or requires disciplinary action.

To accomplish that goal, IEP teams must address the need for positive behavioral strategies and supports by developing a pupil-specific behavioral intervention plan. In response to discipline-invoking behavior, the IEP team must, within 10 days, meet to formulate a functional assessment plan to collect information with which to develop a plan to address such behaviors (or review an existing plan). Furthermore, states are required to address the needs of in-service personnel (including professionals and paraprofessionals who provide special education, general education, related services, or early intervention services) as they relate to developing and implementing positive intervention strategies and supports. Given the magnitude of these responsibilities, it is not surprising that school personnel are struggling to better understand the conditions under which to implement the various provisions of the 1997 IDEA.

The Council for Children with Behavioral Disorders (CCBD) recognizes that school personnel need information with which to comply with the 1997 Amendments to IDEA. For that reason, we sponsored a Working Forum on "Implementing the 1997 IDEA: New Challenges and Opportunities for Serving Students with Emotional/Behavioral Disorders." The forum was designed to enable participants to learn about those provisions of IDEA that relate to IEP requirements in the areas of conduct, social skills, and academics and ways to implement disciplinary requirements, to ensure positive educational outcomes for students with emotional/behavioral disorders (E/BD). In this monograph, we have attempted to capture the highlights of that forum—both the expert presentations and the deliberations of participants from across the country. On behalf of the Council for Children with Behavioral Disorders (CCBD), we hope that you find the content useful in addressing the diverse learning and behavior needs of students with emotional/behavioral disorders.

Lyndal M. Bullock and Robert A. Gable
Editors

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OVERVIEW OF THE 1997 INDIVIDUALS WITH DISABILITIES EDUCATION ACT

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June 4, 1997, marked the end of an era for students with disabilities and the beginning of another. On that day, President William Jefferson Clinton signed into law the new Individuals with Disabilities Education Act of 1997 (IDEA), PL 105-17, the provisions of which have drastically changed the mandates of previous public law related to special education. An entire generation of young people have grown up during the period from 1975 to the present, while students with disabilities have enjoyed the protections of a series of public laws and their amendments. Many individuals who now work with youngsters with disabilities—parents, teachers, administrators, and ancillary personnel in the field of special education—have never experienced special education without the protections of the federal statutes. Few parents of students with disabilities have known the feelings of despair, once so common, that resulted from their children's being denied the right to a public education.

The Emergence of Special Education Law

The Civil Rights movement of the 1950s and 1960s brought to public attention many issues of discrimination against minority populations in housing, employment, access to public facilities, and public education. In the landmark case of *Brown v. Topeka, Kansas, Board of Education* (1954) the United States Supreme Court ruled that education must be made available to every individual on an equal basis. This decision set a major precedent for the education of children with disabilities. A number of other court cases resulted in other decisions that supported the rights of students with disabilities to an appropriate education. School systems were generally required to (a) identify all youngsters of school age with disabilities; (b) use nondiscriminatory assessment; (c) educate children with disabilities (to the greatest extent beneficial to them) with children without disabilities; (d) notify parents of any proposed changes in classification, program, or placement; and (e) give opportunities to parents to protest decisions made by the schools (Turnbull, 1990; Turnbull & Turnbull, 1990; Weintraub, Abeson, Ballard, & LaVor, 1976). In that space does not permit discussion of all the court cases and public laws that have contributed to the current situation, more extensive coverage is available in other publications (e. g., Bullock, 1992; Hardman, Drew, & Egan, 1996; Meyen, 1995; Turnbull, 1993). The following discussion focuses on several laws and court cases that have contributed significantly to the mandates now included in IDEA.

The Elementary and Secondary Education Act (ESEA). In 1965, the United States Congress enacted the ESEA. PL 89-10 provided a comprehensive plan for addressing the inequality of educational opportunity for economically underprivileged children. This law became the statutory basis on which early federal special education law was drafted. The ESEA Amendments of 1965 (PL 89-313) authorized the first federal grants specifically targeted for youngsters with disabilities to state institutions and state operated schools devoted to the education of such children.

Federal grants to states. In 1966, Congress enacted PL 89-750, Education of the Handicapped Act (EHA). This law provided federal grants to states for initiating, expanding, and improving special education. The Elementary, Secondary, and Other Amendments of 1969 (PL 91-230) also provided assistance to states to develop special education programs.

Court cases on exclusion. In 1971, the Pennsylvania Association for Retarded Children (PARC), which has since changed its name to reflect "citizens" instead of "children," filed a class action suit on behalf of children with mental retardation who were excluded from public education. As a result of this case, the Pennsylvania schools were ordered to provide a free public education, commensurate with their individual needs, to all children with mental retardation ages 6 to 21. In 1972, the ruling in the case of *Mills v. District of Columbia Board of Education* expanded the Pennsylvania decision to include all children with disabilities. The court also ordered that, when general public school placement was not appropriate, alternative educational services must be made available.

Section 504. In 1973, Congress enacted Section 504 of the Vocational Rehabilitation Act (PL 93-380). Section 504, an amendment to the ESEA of 1965, prohibits any recipient of federal funds, including schools, from discriminating against any individual solely on the basis of disability. It also established due process procedures that became the basis for many of the provisions in later law.

Education for All Handicapped Children Act. In 1975, in an attempt to bring together the various pieces of case law and federal legislation into one federal law, Congress passed an amendment to PL 93-380—the Education for All Handicapped Children Act (PL 94-142), sometimes referred to as the "Bill of Rights for the Handicapped" (Meyen, 1995). PL 94-142 provided for a free and appropriate public education (FAPE), with related services; an individualized education program; and education in the least restrictive environment for all handicapped children and youth. The law also delineated due process procedures to be implemented when parents and school officials did not agree on educational concerns (Meyen, 1995).

Amendments to PL 94-142. The IDEA Amendments of 1997 are the fifth set of amendments to PL 94-142. In 1983, PL 98-199 expanded research and services for transition of secondary students. In1986, PL 99-457 extended special education to infants, toddlers, and preschoolers and their families; and encouraged states to develop interagency, multidisciplinary programs of early intervention. In 1990, PL 101-476 changed the title of the law to the Individuals with Disabilities Education Act (IDEA), added traumatic brain injury (TBI) and autism to the categories of disability to be served, defined transition services, required an individual transition plan (ITP), and added rehabilitation counseling and social work services to the list of related services to be made available to students with disabilities. With the 1990 amendments in place, IDEA provided for what have come to be known as the six principles of special education law (National Information Center for Children and Youth with Disabilities, 1998; Turnbull, 1990):

- Free appropriate public education (FAPE).
- Appropriate, nondiscriminatory, and multidisciplinary evaluation.
- Individualized education program (IEP).
- Least restrictive environment (LRE).
- Parent and student participation in decision-making.
- Procedural safeguards.

The amendments of 1992, PL 102-119, primarily addressed the Part H (Infants and Toddlers with Disabilities) Program, leaving the six principles intact.

Reauthorization of IDEA. The reauthorization of IDEA, scheduled for completion in 1996, did not go smoothly. The most controversial issues (among those that eventually delayed the passage of the new law until after Congress convened in 1997) were related to the provisions on discipline of students with disabilities, particularly those requiring schools to provide FAPE to all students with disabilities. Among those opposing the right to FAPE were associations of school boards and one organization that represented teachers in general education (many of whom were experiencing difficulty in working with students with behavior problems). School boards, in particular, expressed concern that the statutory changes with respect to discipline were inconsistent with Congress' purported goal of safe schools. In its final form, however, IDEA 1997 reaffirms the right to FAPE in the least restrictive environment for students with disabilities. It has also strengthened the role of parents, requiring that districts ensure parent participation in the IEP process.

The IDEA Amendments of 1997

Since passage of PL 105-17, considerable professional attention has focused on the changes that will occur in special education policies and procedures as a result of the new law. These amendments have been met with varying degrees of enthusiasm by parents, general educators, special educators, school psychologists, administrators, school boards, and advocacy groups and organizations that represent any or several of these. Among the major concerns to those who work with students with E/BD are (a) the definition of emotional disturbance, (b) federal funding for special education, (c) the reevaluation process, (d) identification of young children as developmentally delayed, (e) inclusion of students with E/BD in statewide assessments, (f) changes in the IEP, and (g) provisions for changing the educational placements of students with disabilities as a result of disciplinary actions. Some of these changes have been discussed in the *CCBD Newsletter*, in *Beyond Behavior* (Johns, Guetzloe, & Yell, 1998), in CEC publications (e. g., The Council for Exceptional Children, 1997, 1998), and in professional presentations across the country (e.g., Arfstrom, 1997; Goldman, 1997). In the next section, I will briefly describe some of the changes in IDEA.

Definition. The word "serious" has been deleted from the definition of emotional disturbance. In the definitions section, the legislation keeps a reference to "serious emotional disturbance" followed by the words, "hereinafter referred to as emotional disturbance."

the new law will gradually phase in the use of census data (numbers of children ages 3-21) and poverty levels (the numbers of children ages 3-21 in poverty) as the basis for federal funding of special education. Further, the new law allows for "flexible" use of funds, the use of special education funds for students in the general school program.

Reevaluation. Rather than the previously mandated complete reevaluation every 3 years, only the data necessary to ensure an appropriate education program for the child with a disability will be collected and considered by the IEP team (including the parents).

Developmental delay. The new law allows for the identification of children ages 3-9 (including those with EBD) as developmentally delayed.

Participation of students with disabilities in state and district assessments. Children with disabilities, with accommodations where necessary, must be included in statewide and districtwide assessment programs by 1998. Alternative assessments must be developed (by July 1, 2000) for those who cannot participate in the regular assessments.

Changes Related to the IEP

In the new law, Congress has reaffirmed the centrality of the IEP in planning and implementing an appropriate education program for the student with a disability. The following IEP requirements will go into effect on July 1, 1998:

- A statement of the child's present levels of educational performance, including a statement of how the child's disability affects the child's involvement and progress in the general curriculum.
- A statement of (a) the special education and related services and supplementary aids and services to be provided and (b) program modifications or supports for school personnel that will be provided for the child to "advance appropriately toward attaining the annual (IEP) goals and to be involved in and progress in the general curriculum."
- A statement of any individual modifications needed in order for the child to participate in State or districtwide assessments of student achievement, or, if the IEP team determines that the child will not participate in all or part of this assessment, a statement of (a) why the assessment is not appropriate and (b) how the child will be assessed.
- Beginning at age 14 (to be updated annually), a statement of the transition needs related to the child's course of study and, beginning at age 16 (or earlier, if determined appropriate by the IEP team), a statement of transition services needed by the child, including (when appropriate) a statement of interagency responsibilities or any needed linkages.
- Beginning at least one year before the child reaches the age of majority under state law, a statement that the child has been informed of his or her rights.
- A statement of how the child's progress will be monitored and how the child's parents will be regularly informed.

Changes in the composition of the IEP team. According to the new law, the IEP team is composed of: (a) the parents; (b) at least one general education teacher of the child (if the child is, or may be, participating in the general education environment); (c) at least one special education teacher or, where appropriate, at least one special education provider of the child; (d) a representative of the local education agency (LEA) who is qualified to provide, or supervise the provision of, specially designed instruction, knowledgeable about the general curriculum, and knowledgeable about the availability of resources of the LEA; (e) an individual who can interpret the instructional implications of evaluation results (who may be a member of the team described in the roles of other individuals); and, (f) where appropriate, the child with a disability. At the discretion of the parent or the agency, other individuals who have knowledge or special expertise regarding the child, including related services personnel (as appropriate), may be invited to participate.

The IEP team shall consider (a) strengths of the child, (b) concerns of the parents for enhancing the education of the child, and (c) results of the initial evaluation or most recent evaluation of the child. In the case of a child whose behavior impedes his or her learning or that of others, the IEP team shall consider (when appropriate) strategies—including positive behavioral interventions—and supports to address that behavior. In the case of a child with limited English proficiency, the IEP team will consider the language needs of the child as such needs relate to the IEP.

In the case of a child who is blind or visually impaired, the IEP will provide for instruction in Braille and the use of Braille, unless the IEP determines otherwise. Designated criteria for that determination are provided. The IEP team shall also consider the communication needs of the child and whether the child requires assistive technology devices and services.

As a member of the IEP team, the general education teacher of the child shall (to the extent appropriate) participate in the development of the child's IEP, including the determination of appropriate positive behavioral interventions and strategies and the determination of supplementary aids and services, program modifications, and support for school personnel. Each LEA or State Educational Agency (SEA) shall also ensure that the parents of each child with a disability are members of any group that makes decisions on the educational placement of the child.

IEP team involvement in disciplinary action. If the LEA did not conduct a functional behavioral assessment and implement a behavioral intervention plan for the child before the behavior that resulted in suspension, the agency shall convene an IEP meeting to develop an assessment plan to address that behavior, or, if the child already has a behavioral intervention plan, the IEP team shall review the plan and modify it as necessary to address the behavior.

Manifestation determination. In making a "manifestation determination," the IEP team must first consider all relevant information, including (a) evaluation and diagnostic results, including such results or other relevant information supplied by the parents of the child; (b) observations of the child; and, (c) the child's IEP and placement. The IEP team must then determine that, in relationship to the behavior subject to disciplinary action, the child's IEP and placement were appropriate and the special education services, supplementary aids and services, and behavior intervention strategies were provided consistent with the child's IEP and placement.

The IEP team must also determine that the child's disability did not impair the child's ability to understand the impact of the behavior subject to disciplinary review and that the child's disability did not impair the child's ability to control the behavior subject to disciplinary action.

Discipline and Placement Changes

In the new law, Sec. 612(a)(1) states that FAPE shall be available to all children with disabilities, ages 3-21, including children with disabilities who have been suspended or are expelled from school. Sec.615(k), "Placement in Alternative Educational Setting" includes the following provisions:

- School personnel may order a change in placement under this section to an appropriate Interim Alternative Education Setting (IAES), another setting, or suspension, for not more than 10 school days and to an appropriate IAES for not more than 45 days if (a) the child brings a weapon to school or school function; or (b) the child possesses, uses, or sells illegal drugs.
- Before or not later than 10 days after disciplinary action, (a) if the Local Education Agency (LEA) did not conduct a functional behavioral assessment and implement a behavioral intervention plan prior to the behavior resulting in suspension, the LEA shall conduct an IEP meeting to develop an assessment plan; or, (b) if an assessment plan already exists, the IEP team will review and revise the plan as necessary.
- A hearing officer may order a change in placement to an IAES for not more than 45 days if the hearing officer (a) determines that the LEA has demonstrated by substantial evidence (defined as "beyond a preponderance of the evidence") that maintaining the current placement is substantially likely to result in injury to the child or others; (b) considers the appropriateness of the current placement; (c) considers whether the LEA has made reasonable efforts to minimize risk of harm in the current placement; and, (d) determines that the IAES meets requirements delineated in law (as outlined below).
- The IAES shall (a) enable the child to continue participation in general curriculum and to continue to receive services/modifications included in current IEP; and (b) include services/modifications to address the behavior that precipitated the removal of the child from the previous placement.
- If the child will be disciplined under the provisions above (or if the disciplinary action involves a change of placement for more than 10 days), not later than the date on which the decision to take action is made, parents shall be notified of the decision and of their rights. Immediately, but in no case later than 10 school days after the decision to take action occurs, a review of the relationship between behavior and disability will be conducted. The IEP team and other qualified personnel will conduct the review. The team may determine that the behavior is not a manifestation of disability only if the team (a) first considers all related information (including evaluation/diagnostic results; observations of the child; and the child's IEP and placement); and (b) then determines that, in relationship to the behavior, the IEP and placement were appropriate and disability did not impair the child's ability to control the behavior. If the behavior was not a manifestation of a disability, the child may be disciplined under the general conduct code. If parents disagree with the determination that the behavior was not a manifestation of disability or with the placement decision, parents may request and will receive an expedited hearing.
- The child remains in the IAES if a hearing is requested, pending (a) a decision of the hearing officer or (b) expiration of time allowed in IAES. The child will return to the current placement if a decision has not been reached by the end of allowable time in the IAES, unless school personnel maintain that it is dangerous to return the child to the original placement, at which time the LEA may request an expedited hearing.
- Children not yet determined eligible for special education and related services and who have violated the code of conduct may assert protections of IDEA if the LEA had "knowledge" that the child was a

the code of conduct may assert protections of IDEA if the LEA had "knowledge" that the child was a "child with a disability" before the behavior occurred. The LEA is deemed to have "knowledge" if (a) parents have expressed concern in writing to agency personnel that the child needs special education/related services; (b) the child's behavior or performance indicates a need for services; (c) the child's parents requested an evaluation; or, (d) the child's teacher (or other agency personnel) has expressed concern about behavior/performance to the special education director or other agency personnel. If the LEA does not have knowledge prior to the disciplinary action, the child is subject to the general code of conduct. If evaluation is requested during the time when the child is subjected to disciplinary action, expedited evaluation shall be conducted. Services will be provided if the child is determined to be eligible.The child remains in the current placement pending evaluation results.

- The agency is not constrained from reporting crime to appropriate authorities. The reporting agency shall ensure that special education and disciplinary records are transmitted to the authority to whom crime is reported.

Rulemaking and Period of Public Comment

Laws passed by Congress provide a general framework of policy related to a particular issue(s), but do not provide the specific procedures for implementing the law. The U.S. Department of Education has the responsibility for promulgating rules and regulations which further explain the exact requirements of the law. States may exceed the federal requirements (in terms of greater benefits and safeguards for students with disabilities), but they may not write guidelines that are inconsistent with the federal statute and regulations. Any mandate that is not clearly explained in either the "plain language of the law" or the rules and regulations is subject to interpretation by the courts. The Department of Education announced in the *Federal Register* on Wednesday, October 22, 1997, a Notice of Proposed Rulemaking (NPRM) to implement IDEA 97 and invited the public to provide its thoughts (written or oral or both) on the proposed rules included in the document. In a previous *Federal Register* (September 17, 1997), the Department had announced a series of public meetings scheduled for the purpose of obtaining public comment on the statutory requirements of the IDEA amendments. These meetings were held in Boston, Atlanta, Dallas, Washington, D.C., Denver, San Francisco, and suburban Chicago (Northbrook) during October and November, 1997.

Individuals and organizations, including the Council for Children with Behavioral Disorders (CCBD) promulgated their responses to the proposed rules and regulations by the established deadline of January 20, 1998. The text of the CCBD response was published in the May, 1998, *CCBD Newsletter*.

Upon review of the public's comments (which are reported to be numbered in the thousands), the U. S. Department of Education will publish final regulations to carry out the law, which will guide the education of America's 5.6 million children and youth with disabilities. At the time of the CCBD Forum, the final rules and regulations were not yet available, so the presenters, facilitators, and group participants have made their contributions in terms of policies, procedures, and strategies that are recognized as best practices in the field of E/BD.

Conclusion

The CCBD forum (and this monograph) focused on the translation of the requirements of the new public law, as they were written by Congress, into educational practices that result in positive outcomes for students with disabilities. This discussion has included a brief history of the public law and the reauthorization of IDEA, as well as the mandates of PL 105-17 that are of particular concern to those who work with students with E/BD. Elsewhere in this volume is discussed the sections of the law that address the IEP and discipline, such as appropriate academic assessment, curricular accommodations and modifications, functional behavioral assessment, positive behavioral interventions and supports, and social skills instruction. It is our hope that this information will be helpful to parents, educators, and others who work with students with E/BD, as they seek to implement the requirements of the IDEA Amendments of 1997.

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TRANSLATING THE IEP INTO PRACTICE: ENSURING POSITIVE OUTCOMES FOR STUDENTS WITH EMOTIONAL AND BEHAVIORAL DISORDERS IN THE AREAS OF CONDUCT AND SOCIAL SKILLS

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Juan is an 8-year-old boy diagnosed with autism. He has a relatively well-developed expressive vocabulary, is being served in a general education classroom with a full-time aide, and is receiving a modified academic instructional program. Juan also displays various challenging behaviors, including tantrums, physical and verbal refusal to enter the classroom on certain days, and aggression (e.g., hitting, kicking, biting) to the teacher and aide. Anthony is a fifth-grader identified as having a learning disability and emotional disturbance. He is integrated into a general education classroom for science and social studies, but is served in a resource room for most of the day. Bright and creative, he receives medication for hyperactivity. Anthony's behavior challenges include crawling on the floor, hiding under desks and tables, making obscene gestures at peers, cursing, and verbal and physical refusal to follow teacher directions. Occasionally, he makes negative remarks to the teacher until he is sent out of class. In less-structured activities, Anthony argues with peers, trips them and calls them names.

Despite differences in age, disability, referral behavior, and placement, there are a number of similarities in these students. Each has been identified as having a disability that according to past and present versions of Individuals with Disabilities Education Act (IDEA), requires that their individual social-behavioral, as well as their educational needs, be addressed through positive programming. Each presents behavior challenges (e.g., conduct problems, inappropriate social interactions with adults and peers) that may harm themselves or others, disrupt learning, and isolate them from important socialization experiences. It is also true that these behaviors do not "just happen." For each of these students, their behavior has specific motivations or functions. Discovering these motivations becomes critical to developing appropriate goals, objectives, and effective behavior intervention plans. Prompted by legal requirements and drawing upon the applied research, practitioners increasingly are turning to functional behavioral assessment and intervention to accomplish these tasks. In the following discussion, we address three issues that relate to functional assessment of and intervention for conduct and social skills:

1. Developing quantifiable goals and objectives.

2. Developing and using technically sound and realistic measures.
3. Curriculum integration of conduct and social skills interventions.

Issues Related to Developing Quantifiable Goals and Objectives

One of the most serious matters facing both special and general educators is the challenging behavior presented by students with or at risk for emotional and behavioral disorders (E/BD). Such behaviors are quite varied both within and between students and it is unlikely that any one assessment or intervention will be sufficient to deal with such diverse behaviors. At the same time, however, some fairly standard, traditional practices exist in special education with which to develop goals and objectives. These practices are applicable across the spectrum of academic and social behaviors and are based largely upon a learning theory model of behavior. The basic elements of this approach are: (a) clearly defining the problem and any replacement behavior(s); (b) assessing the current "baseline" level of these behaviors; (c) writing specific behavioral long-term goals and short-term objectives; (d) selecting and applying intervention(s); and, (e) evaluating the effects of the intervention, modifying it depending upon student progress toward behavioral goals and objectives. Each of these major steps has recommended practices or components. In that these practices are discussed in numerous behavior management or instructional procedures texts and because of space limitations, we will only briefly touch upon the most relevant aspects of each.

The initial, perhaps most important, step in any behavioral objective is to develop clear descriptions of the challenging behaviors. Often, referral behaviors are quite generally described and, more often than not, stated in a negative manner (e.g., "Juan is disruptive;" "Anthony doesn't get along with his peers"). A cardinal rule of good behavioral objectives is to describe what the student does and this is achieved by adhering to an "action object" description of student behavior (e.g., "Juan hits, kicks, and bites the teacher;" "Anthony obscenely gestures at peers").

A second critical element of writing good objectives is the "Fair Pair Rule;" for every behavior you target to decrease, you should identify a replacement behavior to increase. The appropriate replacement behavior should also be stated in action-object terms (e.g., "Juan will walk into the classroom and sit in his seat;" "Anthony will talk positively to peers"). This part of the objective acknowledges that we cannot simply "get rid of" behavior problems but that we must teach appropriate skills in their place.

These two practices are essential to the four basic components of any behavioral objective, clearly stating *who* will perform *what behavior* to *what criterion* of performance *under what teaching or assistive conditions* (Mager, 1984). A long-term or "end of instruction" behavioral goal might read, "Anthony will increase his positive interactions with peers," while a short-term objective might state, "Anthony will make three positive statements to peers during recess with one reminder from the teacher." Other tactics such as "peer comparison observations", "criterion of the next environment" (Wolery, Bailey, & Sugai, 1988), and "social validation" of target behaviors (Wolf, 1978) assist in selecting appropriate replacements for challenging behaviors and establishing performance criteria for objectives that address the behavior.

Although these traditional practices are crucial to the goal-objective writing process, by themselves they are often insufficient. Consider the following composite students, Tom and Bob. When presented with math seatwork, both boys exhibit similar challenging behaviors—they tear up the worksheet and verbally refuse to complete the assignment. Using the previously described principles, we might very well write similar behavioral objectives for both boys. A reasonable objective might read "Tom/Bob, when given a 20 problem math seatwork assignment by the teacher, will write correct answers to the questions and return the paper to the teacher and in return Tom/Bob will earn one-minute of free time for each problem completed correctly." Although this seems a reasonable objective, it may actually be counterproductive for either, or both, boys. How do we determine which of several replacement behaviors (e.g., partial or full work completion, anger control) to initially target in our intervention, and how do we determine that a contracting approach that uses free time as a reinforcer will have any chance of being effective? Ideally, the process of writing objectives should lead us to developing interventions that have some chance of success.

To write more effective behavior plans, researchers and practitioners are turning increasingly to methods of functional behavioral assessment and intervention. This approach fits well with and complements most existing practices. Its basic premise is an extension of the Fair Pair Rule. Any behavior, challenging or otherwise, occurs for a reason (or reasons). We must identify and understand these reasons (or "motivations") and to the extent possible, incorporate them into the remedial behavior plan itself. If left intact, these motivations will simply encourage a student to engage in recurrence of or a different form of challenging behavior.

In functional assessment, there are three basic reasons or "functions" behind student's challenging behavior. First, challenging behavior may occur in order for the student to access something—such as a teacher's attention, peer interaction, or some desired object or activity. A second basic function is to "escape or avoid something" such as an assignment that is too difficult (or too easy) or an undesirable interaction with a teacher or peer. Third, the student may engage in challenging behavior to control a situation or make that situation more predictable for him or her. Not only is it important to understand how these consequences may inadvertently encourage challenging behavior, but we also need to identify the contexts or setting events and the antecedents that can trigger these problems. Thus, functional assessment also assesses the specific times, people, and situations in which the student's challenging behavior occurs and those in which it does not occur. By comparing situations where the behavior does and does not occur, we can better the factors that trigger and motivate the challenging behavior.

If we simply concern ourselves with Tom and Bob's behavior and not its context, we have no specific way of choosing among various replacement behaviors and no way of selecting among possible behavioral interventions (e.g., behavior contracting for compliance and task completion, time out for noncompliance, response cost for incomplete work). If, however, we conduct a more extensive functional assessment of the behavior and its environmental factors, our choices will be improved and objectives, though perhaps more complex, will be more individualized. By interviewing teaching staff and the students themselves, having staff complete specialized behavior-situation rating scales, and conducting direct observations of Tom and Bob, we might discover the information shown in Table 1. Given this information, we would move to the hypothesis generation stage of functional assessment. Tom's behavior appears primarily motivated by teacher and peer attention. Tom appears capable of the work and because the current assignment is easy" (i.e., boring) for him, this context and presentation of the assignment are likely to make getting even negative adult and peer attention positively reinforcing for him. In contrast, the math assignment appears too difficult for Bob and his refusal is likely to be escape motivated (after his initial refusal, Bob will sit quietly rather than continue his disruption).

The information collected on the two students would give rise to somewhat different objectives and interventions for Tom and Bob shown in the intervention portion of Table 1. Tom's intervention would be two-fold: (a) increase his task engagement by providing him with more challenging instructional assignments and by having him tutor less skilled peers and (b) teach and reinforce him for appropriately re-

	Tom	Bob
Assessment	Will often begin his assignment. Partially completes task, tears paper up and throws at others and laughs. work that Tom completes is 95% to 100% accurate.	Slow coming to class. Slow to begin math assignments, attempts very little, and makes a lot of errors. Teacher prompts to Bob to begin often precede the challenging behavior.
	Refusal occurs during seatwork only and when teacher is helping others.	Occurs in group or seatwork contexts.
	Refusal occurs with other teachers too.	Refusal does not occur in other subjects.
	When refusal occurs, teacher stares, frowns, reprimands; peers complain or laugh.	When refusal occurs, teacher re-explains or offers other activity.
	If ignored, Tom escalate to loud arguing.	Bob is quiet and doodles if ignored.
Intervention	Curriculum-based assessment and change instructional placement.	Curriculum-based assessment and prerequisite skills; shorten assignments.
	Have Tom tutor less skilled peers.	Provide frequent breaks and teach Bob how to request help or a break.
	Teach Tom how to ask for attention.	Gradually increase task difficulty.

Table 1. Functional Assessment Information and Intervention for Tom and Bob.

questing attention or a change in tasks. For Bob, the intervention would also be multifaceted: (a) teaching him the skills and knowledge prerequisite to the current task, (b) increasing task engagement by simplifying and shortening his assignments, and (c) teaching and reinforcing Bob for appropriately requesting help or a short break during difficult assignments. Behavioral objectives written in this fashion "honor" or use the assessed function of the student's behavior. Recognizing that Tom is motivated largely by adult and peer attention, we can select behavior targets (e.g., tutoring peers, requesting teacher attention or a change in task) that can naturally result in appropriate forms of attention. Similarly, Bob's escape/avoidance motivation can also be used by contingently allowing him a break from difficult tasks when he appropriately requests such a pause. In both cases, objectives and intervention are proactive and preventative. Curricular modifications and positive behavioral programming are designed to eliminate the students' need to engage in challenging behaviors, by providing them with so-called "functionally-equivalent," acceptable alternative behaviors.

Technically Sound, Realistic Assessment of Conduct and Social Skills

Functional assessment and intervention are hypothesis-driven processes. Assessment is designed to uncover factors that trigger and support challenging conduct and social behaviors and interventions are developed that address the identified functions of these behaviors. In real life, it is likely that several (not just one) environmental factors influence a student's challenging behavior. These behaviors often are situation-specific; that is, they occur in some situations with some people but not in or with others. Consequently, functional assessment uses various sources of information obtained in various ways to reach ecologically valid hypotheses about a student's challenging behavior *and* its causes. This information collected on student behavior can only be as good as the instruments and means by which it is collected, so that technically sound (i.e., reliable, valid) assessment methods are a necessity for good objectives and effective interventions. Finally, because functional assessment requires active participation by various persons from the environment in which the challenging behavior occurs (e.g., teaching staff, the student, peers, family members), assessment methods must also be as realistic (i.e., easily used, readily interpretable, and efficient) as possible.

Overview of Functional Assessment Methods and Instruments

While functional analysis (i.e., experimental studies) of the behaviors of children and youth has a longstanding history, specific instruments and methods for applied, functional assessment of challenging behavior have primarily been developed within the last 15 years. Most of this work has been conducted with persons having severe cognitive disabilities and challenging behaviors. Only recently have these methods and instruments been applied to and developed for students with or at-risk for EBD (Fox, Conroy, & Heckaman, 1997).

Generally, functional assessment consists of a combination of approaches, indirect and direct measures as well as formal and informal measures. The process of functional assessment is best thought of as a funnel, in which assessment is initially broad ranging and narrows to an analysis of specific situations and behavior-environmental event relationships. Typically, it begins with indirect, informant measures such as review of existing records and informant interviews, perhaps the best known of which is the *Functional Analysis Interview (FAI)* (O'Neill, Horner, Albin, Sprague, & Storey, 1997). This and other semistructured interviews focus on a core set of questions that: (a) specifically define the challenging behavior(s); (b) solicit reports of when, where, and with whom the behaviors usually occur and do not occur and how the classroom staff and/or other students typically respond to the behaviors; (c) specifically identify possible triggering events in and around the school environment; and, (d) determine the adaptive skills that the student possesses. Similar interview procedures that can be used with the challenging student him/herself have also begun to appear (e.g., *Student-assisted Functional Assessment Interview [SFAI])* [Kern, Dunlap, Clarke, & Childs, 1994]).

Interviews are often followed by other formal and informal instruments. Brief rating scales such as the *Problem Behavior Questionnaire (PBQ)* (Lewis, Scott, & Sugai, 1994) are given to teachers, aides, or parents to determine what informants believe to be the function of the behavior (e.g., access to or escape from teacher or peer attention; access to or escape from activities or events) as well as the overall context or setting events that may provoke challenging behavior. Teachers and aides may be asked to keep a time- or activity-related record of when the challenging behavior does and does not occur. A simple and efficient time sampling procedure such as the "scatterplot" (Touchette, MacDonald, & Langer, 1985) completed over a 2-week period or more can identify patterns in the occurrence of challenging behaviors.

Once suspected activity/time patterns, triggering events, and motivating consequences are narrowed down, more direct, conclusive methods are used. Direct observation methods such as *Antecedent-Behavior-Consequence (ABC)* recording or systematic observation protocols such as the *Functional Analysis Observation* (O'Neill et al., 1997) are used by trained assessment personnel to document and evaluate how specific classroom events and interactions are correlated with the challenging behavior. A final step may include naturalistic, within-classroom manipulation of the suspected triggering and motivating antecedents consequences during these observations to confirm their effects on student behavior. Observations and manipulations may also be applied under "analog" or clinic-like conditions to more precisely confirm or disconfirm the functions of and triggers for challenging behavior (e.g., Cooper, Peck, Wacker, & Millard, 1993). Data from this multistage process are then used to generate an hypothesis about the challenging behavior and classroom events, develop goals and objectives, and design functional behavior interventions.

Technical Soundness of Functional Assessment

Functional assessment instruments and procedures, like all good assessment instruments, should be technically sound. They should provide reliable (consistent) information and valid (accurate) assessment of the challenging behavior—its contexts, antecedent triggers, and motivating consequences. Traditionally, there are several different types of reliability and validity that technically sound instruments must achieve and in so far as functional assessment is concerned, the most relevant forms are: (a) test-retest reliability (i.e., an instrument consistently identifies the same function for the behavior when given at one time and then sometime later); (b) inter-rater or observer reliability (i.e., two independent raters or observers using the same instrument agree on the occurrence of the behavior or its function/triggers; (c) concurrent validity (i.e., two different functional assessment instruments given at the same time (e.g., an interview and a rating scale identify the same behavior function); and, (d) predictive validity (i.e., two different functional assessment instruments given at different times, an interview and A-B-C direct observation, identify the same behavior function). In addition, it is critical that functional assessment instruments should also demonstrate "discriminant" and "treatment" validity. Discriminant validity occurs when an instrument can show that challenging behavior consistently occurs in some situations (escape from difficult tasks) and not in others (easy- or low-demand tasks). Treatment validity is achieved when it is shown that an intervention based on the identified function improves the challenging or replacement behavior better than an intervention not based on that function or on a different function. Unfortunately, the technical reliability and validity of most functional assessment instruments is unclear (Fox et al., 1997).

The lack of certainty regarding the technical adequacy of functional assesment instruments is, in part, because many are either newly developed or newly applied to students with or at-risk for EBD. Consequently, most instruments have not yet undergone extensive reliability or validity evaluations. Generally, the accumulated research has shown that direct observational measures have good interobserver agreement. Other instruments have received qualified support for their reliability and validity. Interview instruments have yet to be psychometrically evaluated. Some behavior motivation scales have not been evaluated (i.e., the *PBQ*) while others, like the *Motivation Assessment Scale* have generally shown moderate test-retest and interrater reliability (e.g., Conroy, Fox, Bucklin, & Good, 1996; Durand & Crimmins, 1988). Analog procedures have usually, though not always, demonstrated discriminant validity (e.g., verifies that behavior occurs in some situations but not others) (e.g., Conroy, Fox, Crain, Jenkins, & Belcher, 1996). Because it is a comparatively new area of assessment, there are few alternative instruments although some are beginning to appear such as the *PBQ*, *SFAI*, abbreviated analog procedures (e.g., Cooper et al., 1992). Clearly there is a need for more research that is devoted to evaluations of the reliability and validity of functional assessment instruments and procedures.

In contrast to technical qualities, "realistic" (practical) qualities of functional assessment for conduct and social skills are more difficult to judge. Realistic measurement is an interaction of a number of factors, including: the amount of training required, ease of use, time required to apply the instrument or procedure, clarity and utility of the results, and the alternatives to a certain instrument. Technically sound instruments are not necessarily the most realistic measures.

Functional assessment almost by its nature and premise is a complex process. It was originally designed to analyze and understand chronic challenging behaviors that had not yielded to typical assessment and intervention practices. The complexity of the process is underscored by the fact that functional assessment virtually requires a multifaceted assessment approach. Our own experience in conducting functional assessment is that it takes a minimum of 3 weeks to adequately complete such a process for an individual student.

Instrument	Training	Effort	Time	Clarity
Functional Assessment	High	High	High	Medium[1]
Interview Student-Assisted				
Functional	Low	Medium	Low	High
Assessment Interview				
Problem Behavior	Low	Low	Low	High
Questionnarie	Low	Medium	Medium	Medium to High
Functional Analysis	High	High	Medium to High	High
Observation Analog Proves	High	High	Medium to High	High[1]

[1] *Clarity depends on how well or accurately the instrument/procedure is implemented.*

Table 2. Realistic Characteristics of Functional Assessment.

Table 2 presents our subjective analysis of the realistic qualities of current functional assessment procedures as applied to the challenging conduct and social behaviors of students with or at-risk for E/BD. As can be seen, the individual instruments and procedures vary widely in terms of the realistic criteria. It should also be noted that these instruments cannot be evaluated—either technically or realistically—on their individual merits alone; true functional assessment is likely to require use of two or more instruments in conjunction with one another. One problem is that, with few exceptions (e.g., *FAI* and *FAO*), existing instruments and procedures are not well integrated with one another for application or analysis; that is, most instruments have been developed independently of one another. Consequently, other research and development activities are needed that better integrate functional assessment instruments and procedures for use by practitioners.

Perhaps one of the most critical issues we face is how to enhance the technical adequacy as well as the utility of functional assessment to address the behavioral needs of students with E/BD. How do we enable practitioners to use functional assessment instruments, procedures, and resultant data to better establish goals and objectives and to improve behavioral decision-making? There is, of course, no single answer to this question. Rather, it will be a combination of efforts that include further development and refinement of instruments especially for E/BD students, integration of instrument application and data analysis procedures, integration of instruments with effective function-based interventions, and a multidisciplinary team approach to functional assessment and intervention (e.g., McEvoy, Reichle, & Davis, 1995).

Curriculum Integration of Conduct and Social Skills Goals and Objectives

Drawing upon research and experience, there are at least two reasons for curriculum integration of conduct and social skill objectives. First, there is limited time that can be devoted to daily instruction. Most students with E/BD present behavioral and academic challenges. To the degree that interventions for social behavior can be integrated with instructional activities, teaching efficiency is increased. Second, in a functional view, conduct and social skills challenges are largely determined by the immediate classroom context, triggered and maintained specific events within the school's daily social and instructional activities. If such behaviors are not addressed within daily routines and inappropriate motivating conditions are left intact, we cannot expect to have any significant, lasting impact on the social-emotional functioning of students with E/BD.

There is a good reason to believe that there is a place for more structured, discrete teaching of social skills. Direct instruction with controlled opportunities to practice, rehearse, and receive feedback on appropriate social and "school survival skills " (Conroy during initial acquisition and/or when the natural setting is too complex or distracting. Though time and effort intensive, guided practice, immediate corrective feedback, and a "safe" atmosphere in which to succeed (and sometimes "fail") in new behaviors and skills can greatly accelerate initial learning. At the same time, behavior intervention and social skills teaching need to be quickly incoporated into natural classroom and other school routines to deliberately program behavior change across situations and over time (Fox & McEvoy, 1993).

Programs and curricula are available for teaching social and communication skills. Some are geared toward direct teaching of skills; others incorporate skill training into the natural setting. Before determining how to teach new skill(s), the IEP team should use functional assessment information to determine where the student currently functions and the behavioral objectives in the IEP. Then, the teacher can decide what is applicable from any commercial or prepared materials that will address the needs of the student. It is possible to prepare lessons appropriate to the situation just as teachers would instruct in the area of academic skills. Once it is determined what to teach, lessons can be incorporated into daily or weekly routines.

Direct Instruction in Replacement Behaviors

Our experience is that practitioners should design lessons using typical direct instruction methods used for quality academic instruction and combined with role play, interactive games and activities, interaction between peers, and practice. It is helpful to introduce a skill in an initial lesson and follow-up with activities and practice designed to reinforce the skill(s) learned. We have found that the use of peers will make it easier to integrate the skills practiced later on into more natural settings.

For individual/small group instruction, counselors, speech therapists, and other school personnel can be used to lead instruction in separate, "pull-out" sessions or within the classroom when all students are participating in small group/center activities. The teacher or assistant may lead small group instruction activities while the other students work on their own activities, just as s/he would in reading or math groups. For small and whole group activities, teachers can incorporate social skills instruction into academic topics. Addressing social skills can benefit even those students who do not exhibit challenging behaviors.

Ways to incorporate social skills and conduct instruction into language arts activities include:

- Teach students how to be specific with requests through writing assignments designed to increase the use of descriptive words.
- Practice verbal skills through oral presentations related to social interaction or classroom/work environments and through scripted plays related to social situations.
- Choose reading assignments that have examples of appropriate conversations, pointing out the specifics of how to have a conversation through discussion or assignments.
- Point out how language assignments and activities are related to everyday communication in school and work.

Ways to incorporate social skills and conduct instruction into social studies include:

- When discussing other cultures/languages, have students discuss how others interact socially or interact in school/work and what is considered appropriate or inappropriate and why, comparing and contrasting what is appropriate in the local culture and why.
- When studying political conflicts/current events, cover the role of communication between opposing viewpoints and the consequences of miscommunication, relating it to individual conflict and communication.

At the middle school or secondary level, school personnel can look for similar opportunities to incorporate social skills and conduct instruction into prevocational and vocational instruction.

Incorporating Follow-Up Instruction into the School Setting

Once the replacement skill has been taught to the student in a direct manner, it will have to be prompted and reinforced within the setting where the student exhibits challenging behavior. Accordingly, communication between the person(s) who taught the skill directly and the teacher who is leading the daily academic/school activity is crucial. They should use the same terminology with the student and have a plan for when and how they want to prompt and reinforce the behavior desired. In the classroom setting, it is important to determine the times and circumstances in which the challenging behavior is most likely to occur and make plans to use these opportunities to prompt and reinforce an appropriate replacement behavior.

IEP teams can identify the times and circumstances in which the challenging behavior is most likely to occur by:

- Counting the number of products (e.g., math problems, sentences, questions) the student usually finishes before exhibiting the behavior.

- Measuring the time between a direction or task presentation and the challenging behavior.
- Measuring the time the student can work independently before seeking teacher assistance or attention.
- Identifying "triggers" for the behavior (examples: teacher direction, peer-initiated interaction, specific assignments).

Teachers should use these opportunities to teach the student an appropriate replacement behavior. For example, if the function is for attention, the teacher might prompt an appropriate request for attention just prior to when the student is likely to exhibit the challenging behavior. If the function of the behavior is to escape a task, the teacher might prompt the appropriate request for a break, a request for assistance or a change in activity just before the challenging behavior is likely to occur. We suggest that educators do not prompt after a challenging behavior is exhibited, as the student may accidentally link the challenging behavior with the appropriate behavior. Teachers should use these opportunities to reinforce the appropriate replacement behavior by granting the student's request (after the student has requested appropriately attention, assistance, or a break). The response to the request should be as motivating or more so than the response the student gets for the challenging behavior and it should last for a period of time at least as long as the student would have received if s/he had exhibited the challenging behavior. For example, if Bill receives 2 to 3 minutes of teacher attention when he curses in class (and the function of this behavior is attention), he should receive 2 to 3 minutes of teacher attention when he asks to talk to the teacher appropriately. It is important to not accidentally reinforce the challenging behavior while prompting and reinforcing the appropriate replacement behavior.

We know that students often exhibit challenging behaviors in less structured settings, such as lunch, recess/P.E., or transitions between classes. Accordingly, it will be important to transfer appropriate replacement behaviors to these settings as well. To do so, we must determine the times and circumstances in which the challenging behavior is most likely to occur by:

- Counting the number of times a student exhibits the targeted challenging behavior in various settings, to determine where and when the behavior is likely to occur.
- Identifying the triggers in these settings that precede the challenging behavior and identify when these might occur.

Teacheres and other IEP team members should use these opportunities to teach replacement behavior. If the function is peer attention, prompt an appropriate request to join peers in an activity or a conversation just prior to when the student is likely to exhibit the challenging behavior. If the function is to escape a peer situation, teachers prompt the student to respond appropriately to peers' interactions. Examples include asking a teacher for permission to leave a situation if a peer is teasing him/her, or directly asking a peer to stop bothering them. If a student is using a new skill to initiate peer interaction appropriately, we should reinforce the student with extra time for the peers to interact and allow the student to escape some peer interactions if s/he asks appropriately.

Conclusion

The purpose of this chapter was to discuss ways to translate the IEP into practice and ensure positive outcomes in the areas of conduct and social skills. We explored various technical and methodological aspects of functional assessment as it relates to conduct and social skills of students with E/BD in applied settings. Many of the procedures we discussed are time consuming and complicated. In light of the complexity of the task, we would do well to consider how much time is currently being spent reacting to the student's challenging behavior. Having a plan to deal with student behavior problems not only decreases teacher anxiety, but also that of other students affected by the misbehavior. Finally, replacing appropriate behavior that serves should lead to more positive educational outcomes.

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TRANSLATING THE IEP INTO PRACTICE: CURRICULAR AND INSTRUCTIONAL ACCOMMODATIONS

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Students with emotional/behavioral disorders (E/BD) often experience school failure due to deficits in academic skills and behavioral characteristics such as lack of sustained attention, impulse control, and self-regulation skills. Usually, these students are removed from general education settings because of the challenges they present to their teachers. Currently, about 80% to 85% of these students classified as E/BD are served in primarily special education settings (U. S. Department of Education, 1994). In order to enhance their ability to access general education settings, these students need to be taught skills that make scholastic success possible, such as increased academic engagement, attention and retention strategies, and good work habits to promote independence.

Curricular and instructional accommodations and modifications require adjustments or changes in the manner students with E/BD are taught. These accommodations enable students with E/BD to access educational programming as efficiently and effectively as their normative peers. Accommodations might include changing instructional delivery, providing options in assignments and homework, or encouraging student response options. Modifications, on the other hand, generally refer to changes in policies such as altering the school curriculum, changing evaluation criteria, or modifying the attendance policy. These terms are often used interchangeably and include a variety of strategies; however, the exact nature of accommodations/modifications is based upon the individual needs of the student (Smith, Finn, & Dowdy, 1993).

A number of studies suggest that it is important to focus on curricular/instructional modifications to promote academic success of students with E/BD. First, there is a direct relationship between lack of academic engagement and emotional and behavioral problems (Walker, Colvin, & Ramsey, 1995). While it is unclear as to the cause of this relationship, it suggests that antisocial behaviors are exasperated in unstructured contexts, where instruction is poorly delivered and curricula are not aligned to the specific needs of the students (Nelson, Johnson, & Marchand-Martella, 1996). Although engagement alone does not directly lead to academic learning, it is positively correlated with achievement (Bulgren & Carta, 1993). Research indicates that academic engagement is the single best predictor of academic gains. For that reason, an instructional approach characterized by frequent prompts and appropriate pace leads to higher levels of academic engagement and provides students with a greater sense of control (Logan, Bakeman, & Keefe, 1997).

Second, Center, Dietz, and Kaufman (1982) reported higher levels of student inappropriate behavior when task demands are not commensurate with student ability. For example, higher levels of off-task behavior were noted when students with E/BD were presented with difficult versus easy academic tasks (DePaepe, Shores, Jack, & Denny, 1996). We may infer that difficult academic tasks are often aversive to students with E/BD and that they engage in off-task or disruptive behaviors to escape or avoid tasks that are too challenging.

Third, task-related variables such as the length of task, type of task, and choice of task may maintain disruptive and off-task behavior in students with E/BD (e.g., DePaepe et al., 1996). Not surprisingly, curricular modifications including shortening task periods, developing functional tasks, and allowing students choice of activities or materials have been found to produce lasting reductions of student problem behavior (Clark et al., 1995; Dunlap, Kern-Dunlap, Clarke, & Robbins, 1991). Finally, although few programs for students with E/BD have had a strong academic focus, research indicates a rich curriculum, effective instructional techniques, and constructive use of class time may prevent academic failure among students with E/BD (Lloyd, Hallahan, Kauffman, & Keller, 1991).

In what follows, we describe a step-by-step process of how curricular (e.g., content enhancements) and instructional (i.e., teaching strategies) modifications can be included within an effective instructional cycle for students with E/BD. Although it is beyond the scope of this discussion to provide detailed description of examples of curricular and instructional modifications, we provide an overview of a number of more common ones. In other words, our goal is to encourage consideration of the full range of curricular and instructional strategies available for working with students with E/BD.

Research and experience suggest that effective teaching involves three essential components: (a) an effective teaching cycle, (b) effective teaching practices, and (c) content enhancement techniques. The first component, the instructional cycle, is a step-by-step sequence for planning, implementing, and evaluating direct instruction. The purpose of the cycle is to ensure that students know what they are learning, that they are given enough practice to master the skill, and that they are adequately evaluated on the skills taught. Hudson, Lignugaris-Kraft, and Miller (1993) developed an instructional cycle and sequenced it across the following phases: plan instruction, establish a learning set, present new material, provide guided and independent practice, and evaluate student progress. Effective teaching practices and content enhancements can be incorporated across these instructional phases to enhance acquisition, retention, and generalization of academic skills in students with E/BD.

The second component is to use effective teaching practices. Examples of effective teaching practices include: checking homework, reviewing prior skills, activating prior knowledge, creating an anticipatory set, providing a clear rationale for the current lesson, and generating active student responses. These teaching practices pertain to one or more phases of the instructional cycle.

The third component of effective teaching relates to teacher use of content enhancement techniques to help students identify, organize, comprehend, and retain critical information. These enhancement techniques make abstract information more concrete, connect new information to previous information, highlight organizational structures of knowledge, and create an anticipatory set in an unmotivated learner. Figure 1 shows how these content enhancements can be used in an effective instructional cycle.

A Step by Step Approach to Providing Accommodations

There is little question that students with E/BD need effective programming that takes into consideration their age, ability level, and the severity of their emotional/behavioral problems. Some students with E/BD may need no modifications in a general education classroom to succeed, while others may need modifications that include a parallel alternative program and functional curriculum materials. It is important that academically capable students be provided with a curriculum that is sufficiently challenging. At the same time, a functional curriculum must be provided to those who may not meet the requirements for general education curriculum.

A Plan of Quality Instruction

Teachers have long recognized that the instructional planning process requires a clear vision of student learning outcomes. Schumm, Vaughn, and Leavell (1994) developed a planning pyramid to provide a framework or a tool for teachers to develop a planning process for teaching. Although they recommend that students should not be assigned to varying levels of performances, they do suggest that teachers become aware of varying degrees of learning. Instructional activities or materials at any of these levels should not be perceived as less or more stimulating or creative than others. During the planning phase, teachers should select appropriate content levels for their students, allocate appropriate time for instruction, team students, and administer survey level tests to determine strengths and weaknesses of students with E/BD.

According to Schumm et al. (1994), before beginning instruction, the teacher should prioritize concepts in an instructional unit. The guiding questions are:

- What do I want all my students to learn? This question will enable the teacher to identify knowledge and skills that are essential for everybody in the class.
- What do I want most of my students to learn? A response to this question indicates that most students in class will acquire this level of knowledge and skills containing supplementary facts and ideas. Although many students are able to grasp this information, some may struggle to meet this level of knowledge and skills.
- What information will a few students learn? A few students who have an added interest and desire to learn more on the topic will acquire this level of knowledge and skills.

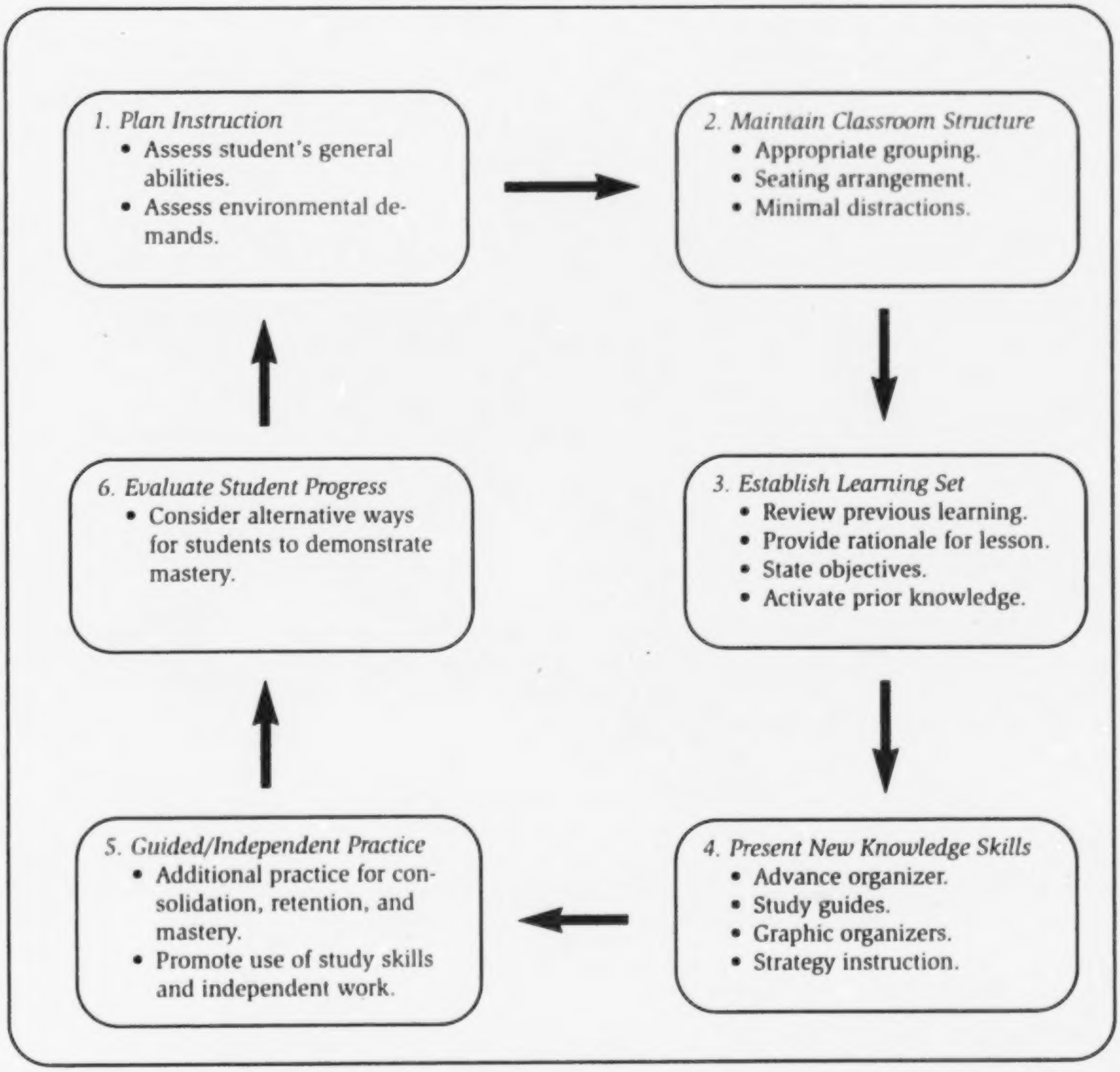
1. Plan Instruction
• Assess student's general abilities.
• Assess environmental demands.
2. Maintain Classroom Structure
• Appropriate grouping.
• Seating arrangement.
• Minimal distractions.
3. Establish Learning Set
• Review previous learning.
• Provide rationale for lesson.
• State objectives.
• Activate prior knowledge.
4. Present New Knowledge Skills
• Advance organizer.
• Study guides.
• Graphic organizers.
• Strategy instruction.
5. Guided/Independent Practice
• Additional practice for consolidation, retention, and mastery.
• Promote use of study skills and independent work.
6. Evaluate Student Progress
• Consider alternative ways for students to demonstrate mastery.

Figure 1. Relationship Between Content Enhancement Techniques and Effective Teaching Cycle

Maintaining Classroom Structure

In addition to assessing the level of student functioning, teachers should analyze the physical arrangements of their classroom to ensure a positive climate for student learning, appropriate groupings for instruction, appropriate seating arrangements, and minimal distractions. Teachers should also analyze the instructional environment with regard to coverage of content, presentation mode, materials, and student response options. They should ensure that the abilities of students with E/BD are aligned with the classroom environment. Based upon this analysis, teachers should select appropriate curriculum, activities, and materials for students with E/BD.

Establishing a Learning Set

Students with E/BD may lack the prerequisite knowledge and skills necessary to access the content of instruction. In these instances, necessary background knowledge and skills must be taught before students are presented with new information. During this phase, teachers may review previous learning, provide a rationale for new lessons, state objectives of new lessons, and activate student prior knowledge of the subject. Two strategies that have been found successful in establishing a learning set include:

PreP strategy (Langer, 1984)

Teachers can use the PreP (PreReading Plan) procedure to determine what students already know before they are given a reading assignment. This procedure consists of three steps:
1. Preview the lesson and present two or three key concepts where students are encouraged to recall and organize their knowledge of each concept.
2. Conduct a "brainstorming" session, during which students connect prior knowledge to each new concept. Students are prompted to recall initial associations of the concepts, reflect upon them, and reformulate their knowledge.
3. Evaluate the depth of student responses where the teacher decides whether students are ready for the assigned reading or not.

Anticipation Guides

Anticipation guides encourage students to make predictions about a particular topic based upon their prior knowledge. The teacher may follow these steps to develop an anticipation guide:
1. Identify the main concepts in the reading.
2. Identify what students may already know about the reading.
3. Create 4 to 5 statements to challenge students' reading of the material.
4. Ask students to read and identify sections that support their statements.

Present new knowledge and skills

During this phase, the student is exposed to new knowledge and skills wherein concepts are presented at a brisk pace but in small steps. Teachers should use strategies to help students organize content to be learned:
- *Advance organizers.* Advance organizers refer to organizational structures that make content more understandable, activate prior learning, and keep students on task. Examples of advanced organizers include: procedures for identifying major ideas, presenting outlines of content, reviewing background information, or stating the objectives of the lesson. The purpose of advance organizers is to orient and prepare the student for the upcoming topic.
- *Study guides.* Study guides to assist students in improving comprehension of concepts are generally used in the presentation and guided practice phase of instruction. Students are asked to read materials prior to using study guides where they are asked to identify main ideas from the passage and are encouraged to note the important vocabulary and main facts. These ideas are then turned into discussion questions where students provide answers as they go through the guides. Wood (1998) has classified two types of study guides: formative and summative. A formative study guide organizes information in short segments. As students gain new information, they record important information covered during the lesson. In contrast, summative study guides prepare students for a quiz by organizing their study efforts after the end of the lesson.
- *Graphic organizers.* Graphic organizers provide a visual format to organize information where students are encouraged to identify the critical content information. They then are encouraged to provide structure to the information. The concepts are visually represented keeping the structure of the content, such as stories, hierarchies, timelines, or compare-contrast. A concept map is developed while the ideas are being presented. It can also serve as a review guide at the end of the lesson.
- *Strategy instruction.* Strategies are techniques used to facilitate comprehension, retention, or recall of information. Many students with E/BD have difficulty applying what they have learned to solve complex problems and determining when and where to use particular strategies (Dixon, Carnine, & Kameenui, 1996; Schmid & Evans, 1998). It is essential that these students are taught specific strategies that enhance their knowledge of well-developed concepts and their ability to apply this knowledge (Friend & Bursuck, 1996). Examples of reading comprehension strategies include: SCROL (Grant, 1993); PARS (Cheek & Cheek, 1988); and CAPS (Leinhardt & Zigmond, 1988).

The SCROL strategy has five steps:

S *Survey* the headings where students are encouraged to think about what they already know about the topic and predict what is likely to be presented in the chapter.

C *Connect* the headings together to develop relationships between the headings.

R *Read* the text and highlight the major ideas and supporting details.

O Develop an *outline* without looking back at the text.

L *Look* back at the text to check the accuracy of details.

The PARS strategy has been used with younger or more immature students who have not had experience with textbook reading strategies. The strategy involves four steps:

P *Preview* the material by surveying the abstract, preface, headings, graphic aids, and chapter summaries.

A *Ask* questions based upon previewed material.
R *Read* the chapters.
S *Summarize* the main ideas after reading the chapters.

CAPS is a strategy to organize story elements. Students engage in a self-questioning process and find answers to the following questions:

C Who are the *characters*? People? Animals? Others?
A What is the *aim* of the story? What is the main purpose or the theme?
P What is the *problem*? What is the conflict between people, nature, or others? When does the conflict reach the climax?
S How is the problem *solved*? How is the conflict resolved?

Several examples of strategies for solving math problems include: RIDGES (Snyder, 1988); LAMPS (Reetz & Rasmussen, 1988); SLOBS (Reetz & Rasmussen, 1988); and FOIL (Crawford, 1980). These strategies involve self-instruction whereby students talk through the steps and solve math problems independently. For example, RIDGES is designed to teach students how to solve word problems. The steps are as follows:

R *Read* the problem (Jason had a dollar to spend. He bought a cookie for 35 cents and a soda for 50 cents. How much money does he have?)
I Determine what *I* know (I know that Jason had a dollar to spend. There are 100 cents in a dollar. He spent 35 cents plus 50 cents).
D *Draw* a picture (35 + 50 + ? = 100).
G *Goal* statement (I need to find out how much money he has left, if he started with 100 cents and has spent 85 cents).
E *Design* equation (I need to subtract 85 from a 100).
S *Solve* the equation (100 - 85 = 15).

Strategy instruction usually is integrated into the presentation and guided practice phase of the instructional cycle. The overall results of strategy instruction with students who exhibit behavioral problems are very encouraging and support their wider application.

Provide guided and independent practice

Students should be provided with additional practice for consolidation, retention, and mastery of knowledge and skills. In the beginning, these students may need more direct teacher assistance and support. A systematic transition from teacher-directed learning environments should be mediated to more naturalistic student-directed learning environments by gradually changing the level of teacher assistance. Functional and meaningful classroom assignments should be assigned in order to promote more independent student work habits and academic engagement. Archer and Gleason (1989) asked general education teachers to rate study skills that were critical to classroom success. The two most highly rated skills included asking for help when needed and listening during lectures and discussion. These teachers also identified the study skills that students in general were least able to perform including: doing independent work, listening, reading and following written directions, and preparing for tests. It follows that teachers should take steps to strengthen these skills during guided and independent practice sessions.

Evaluate student progress

The careful evaluation of student academic progress is crucial to promoting positive educational outcomes. Due to the personal and academic characteristics of students with E/BD, teachers may have to consider alternative evaluation procedures to document their academic progress. Usually, there is more than one way for students with E/BD to demonstrate mastery of concepts. For example, students who exhibit difficulty writing a term paper or a book report may be given a list of alternative assignments such as:

1. Design a bookmark using the characters or setting of the book.
2. Design an advertisement for the book.
3. Change the ending of the book.
4. Tape their oral presentation of the story.
5. Draw a timeline of events from the story.
6. Write a letter to the editor critiquing the book.
7. Design a cartoon book about the story

Conclusion

There is reason to believe that the educational experience of many students with E/BD reflects absence of educational programming that emphasizes functional and relevant skills and allows for individual student differences (Walker et al., 1995; Webber & Schuerermann, 1997). It is essential that teachers consider a wide range of instructional arrangements in order to meet the individual needs of a student with E/BD. Of course, these instructional arrangements should be part of teachers' everyday practices. Although content enhancements and instructional strategies can be used throughout an instructional cycle to improve the performance of all students, the ultimate success of these strategies depends upon how effectively teachers use them.

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Translating the New Discipline Requirements of the 1997 Individuals with Disabilities Education Act into Practice

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With President Clinton's signature of the reauthorized Individuals with Disabilities Education Act (IDEA), new discipline requirements were in effect when school personnel returned to classrooms in the fall of 1997. The task at hand has been and continues to be to educate building personnel on how to actually implement the required discipline provisions. Unfortunately, there are no easy answers or quick fixes. No single approach will solve all of the problems that individuals face in complying with the new law. The answers rest in a series of action steps that school personnel can and should implement—steps that are outlined in this monograph.

In this chapter, I provide some ideas on the technology of implementation of the discipline provisions. I summarize selective discipline provisions of the new IDEA and provide practical steps that can be taken by school personnel to assure that students with challenging behaviors receive a free, appropriate public education.

While we all face the immediate challenge of how to implement the provisions of the new law and how to deal with the increased paperwork requirements, solutions can be generated by focusing on the advantages of the new provisions for children with behavioral concerns. A brief overview of those advantages follows.

1. All students are provided with a free, appropriate, public education (FAPE). Probably the most controversial provision of the law states: "A free appropriate public education is available to all children with disabilities residing in the State between the ages of 3 and 21, inclusive, including children with disabilities who have been suspended or expelled from school." (20 U.S.C. Chapter 33, Sec. 1412(a)(1) Since many questions were raised by school personnel about whether this provision meant that students suspended 1 or 2 days must still be provided with FAPE, on September 19, 1997, a letter was written to chief state school officers by Judith Heumann and Thomas Hehir of the U.S. Department of Education stating: "The Department does not believe that it was the intent of Congress to require that FAPE be provided when a child is removed for 10 school days or less during a given school year." Subsequent draft regulations to accompany the law support that letter. Clearly, the message is for schools to be proactive in keeping students in school—all students are entitled to a free, appropriate, public education.
2. The law encourages school personnel to look at alternatives to student suspension. The complexities of determining whether to suspend, whether a behavior is a manifestation of a disability, and whether to fight a suspension through due process, makes it clearer than ever that school personnel need to look at other behavioral management alternatives that are more effective in meeting the needs of students.
3. The law mandates the use of functional behavioral assessment and behavioral intervention plans. School personnel must thoroughly assess the student's behavior, the function of the behavior, and the response given to the student. Based on that information, an appropriate behavioral intervention plan is provided.
4. The law stresses the use of positive behavioral strategies rather than punitive discipline—discipline that does not teach and is ineffective in making long-term changes in student behavior.
5. The law focuses on the strengths of the child. Previously, we focused on the deficits of the student, particularly with students with challenging behaviors. It is too easy to discuss behavior that the student exhibits that is wrong; however, focusing on strengths allows us to be more positive about a student and to capitalize on that student's strengths.
6. The law requires the involvement of the general education teacher in the IEP process and mandates discussion of support for school personnel. In the past, the classroom teacher may not have been pre-

sent at the meeting discussing the placement of a student with a disability in a general education classroom. The receiving teacher did not have a strong knowledge base about the student ont the opportunity to provide critical information about what is occurring in that classroom—general curriculum content, behavioral expectations, or style of teaching. Now, the general education teacher will be able to provide information about the classroom environment.

7. The law encourages schools to work collaboratively with other agencies that are involved with students with challenging behaviors.
8. The law mandates school district personnel to work more closely with parents by ensuring parental participation in the IEP and seeking input from the parent concerning strengths and areas of need of the student.

A New Mindset for Schools Requiring Systems Changes

How can schools begin to make changes? The problem is not that schools are not what they used to be, but that schools are what they used to be. While students have changed dramatically in many ways, our techniques for working with them have not. Today, many students have no fear of authority and are not going to comply just because an adult tells them to do something. Highly confrontational student management techniques used in schools are not effective with many students. Indeed, suspension may be a reward for inappropriate behavior, rather than a "punishment." Some students do not want to go to school and learn quickly that if they call school personnel a name, they will be rewarded with a "holiday" from school. Johns, Carr, and Hoots (1997) report that of the new breed of students, many have behavior problems, poor attendance patterns, and involved in gang activity, and simply do not want to go to school in the first place.

In further exploring disciplinary practices, we find that data depict that student suspension is racially discriminatory. Moore (1987) reported that African American students were twice as likely to be suspended from schools as white students. In 1992, an Oakland, California, study showed that 28% of students who were African American accounted for 53% of the suspensions (Commission for Positive Change in the Oakland Public Schools, 1992). More recently, a Minnesota study showed that in urban districts in Minnesota, African-American students were about three times as likely to be suspended as white students (Minnesota Department of Children, Families and Learning, 1996).

Part of the reason behind student suspension is that school personnel often are afraid that they might compromise school safety if they do not remove students from school. Data show that the majority of suspensions are not for dangerous behavior but rather for behaviors that are relatively minor and preventable with appropriate behavior management. In a study by the Children's Defense Fund (1975), results showed that almost 25% of suspensions were for truancy, 63.4% were for behaviors that harmed neither persons nor property. In the Oakland study (1992), less than 5% of the suspensions were due to weapons, drugs, or other dangerous objects. In a related investigation, Dupper and Bosch (1996) collected data on suspensions from 1988-1995 in one public school district in a midwestern town and found that only 10% of the suspensions were for criminal activities. In the Minnesota-based study (1996), suspensions where safety was involved were 2.3% in rural districts, 2.4% in suburban districts, and 6.5% in urban districts. This study also showed that 2,700 of 31,785 of the suspensions involved five- to eight-year-old children. In 1995, the Kansas State Board of Education reported that guns were involved in only 1.8% of reported actions for suspension (Cooley, 1995).

In many cases, suspension allows the student to escape from problems without facing consequences. Consider the student who commits vandalism in school. Rather than having a logical consequence (e.g., paying or repairing the damage), the student gets to walk away without facing a consequence. Students who repeatedly are suspended from school suffer academically and are more likely to be retained, and drop out of school. Most of us would agree that schools have the responsibility to teach students and help them gain necessary academic and work-readiness skills. If students are not in school, they cannot learn those skills. Students also need to learn appropriate ways to cope with frustration and anger. Again, if they are not in school, they cannot be taught those skills. For these reasons, we must establish programs that teach students appropriate behavior. Schools must establish proactive positive behavioral interventions that keep students in school and teach them behavior that is socially acceptable.

Teamwork in Support of Behavioral Intervention

Teamwork is essential to working with students with challenging behavior. If schools are to make changes in the intervention options, a total staff commitment is necessary. The first step in establishing an effective behavioral intervention system in a school is a total staff commitment to that process. According to Tim Lewis (as cited in *Research Connections in Special Education*, 1997): "First and foremost, faculty and staff must agree that school-wide behavioral management is one of their top priorities" (p. 3). Pointing an accusatory finger at and blaming problems on others is not conducive to teamwork. The important message is that all staff members must work together to solve the problems.

Staff Training

On-going staff training on appropriate behavioral management must be provided. A traditional "one-shot" in-service effort may be better than nothing, but school personnel need in-depth training, the opportunity to practice the techniques, and then the opportunity to gain on-going technical support in the use of those techniques.

Policies and Procedures

School discipline policies and procedures must be established with input from all parties. Individuals will have more ownership in policies if they have been involved in their development and understand the rationale for those policies. All policies should be based on treating students with respect, putting responsibility on students for their actions, encouraging appropriate choices, and teaching students appropriate social skills.

Rules/Expectations

Rules/expectations must be established for all school settings (e.g., hallways, classrooms, lunch room, bus). Students must know what is expected from them in each of these settings. To establish expectations, school personnel should (a) involve staff and students in the development of those rules; (b) assure that parents, students, and all staff understand the rules; (c) provide reasons for the rules; (d) work to assure that rules are applied consistently (one of the most difficult challenges facing school staff); and (e) post and provide students reminders of the rules.

Recognition for Positive Behavior

School personnel must provide recognition for students who do follow the rules. Accenting the positive accomplishes two important functions: (a) it contributes to building rapport with students and (b) it helps build student self-esteem.

Logical Consequences for Inappropriate Behavior

Schools must work to establish logical consequences for inappropriate student behavior, rather than the imposition of suspension/expulsion. Staff can "brainstorm" various consequences for inappropriate behavior, other than suspension, that are designed to teach. For instance, a logical consequence for destroying property is for the student to pay for or repair the property. By doing so, the student learns the cost of the property or what is involved in repairing the property. Another logical consequence for smoking in the bathroom may be to write a paper on what smoking does to one's body (see Johns et al., 1997).

Crisis Plan

Schools must establish a crisis plan. School personnel will feel more assured if there is a plan in place and all parties know what to do in the event of a crisis. Critical questions include:

- What are the steps that will be taken if a student brings a weapon to school?
- What will be done if a student becomes physically aggressive?

A Process

Lastly, school personnel must realize that there is no perfect system. Staff must continue to work together to improve the total school environment. Rather than feeling defeated when something goes wrong, school personnel should reflect on the experience and learn what to do and not to do in the future.

Promising Practices in Schools

In this section, I present selected promising practices that have been effective with students with challenging behaviors.

Conflict Resolution/Peer Mediation

Increasing numbers of schools are utilizing the process of conflict resolution/peer mediation—a process where students who have had a conflict are brought together to brainstorm solutions to the conflict. Such a system teaches students active listening and how to resolve conflict in a peaceful manner. Programs such as those of Schrumpf, Crawford, and Usadel (1991) outline the steps necessary to implement the system within a school.

Climate Committee

Johns et al. (1997) provide a description of the Climate Committee, the purpose of which is to provide a fair system of consequences for inappropriate student behavior. The committee consists of staff members and parents (if desired) and serves as an informal court for problem behavior. A teacher can refer a student who has had a recurring behavior problem. The committee convenes with the teacher, student, and parent when possible; and listens to all sides of the incident and renders a consequence other than suspension.

In-School Suspension/Detention or Saturday School That Teaches Appropriate Social Skills

Many schools utilize an in-school alternative to out-of-school suspension; some rely on regular school hours, while others use after-school hours, or Saturday. Some, but not all schools, may have students bring academic work to do during the time spent in in-school suspension. One of the problems is that often students bring no work and sit and do nothing or they bring work but the teacher on duty is unable to help with assignments in multiple academic areas.

An alternative approach to an in-school suspension program is to use the time to teach students social skills or to have the students spend time reflecting, writing, or exploring other alternatives to the behavior that caused the student to get into trouble.

Teen Court in School

Some county judicial systems are utilizing teen courts for juveniles who have committed certain offenses. Students must appear before a panel of teens, state what they have done, and are given a "sentence" by the panel. Such a system could be considered in the school for certain infractions of the rules.

Role of the IEP Team in the Discipline Process

With the 1997 reauthorized IDEA, the IEP team plays an even more critical role in discipline issues. Schools can no longer make unilateral decisions about appropriate interventions or supports needed for a student to be successful. Instead, the team is charged with planning positive behavioral interventions, strategies, and supports to address behavior. The IEP team must "in the case of a child whose behavior impedes his or her learning or that of others, consider, when appropriate, strategies, including positive behavioral interventions, strategies, and supports to address that behavior." (20 U.S.C. Chapter 33, Sec. 1414, (d)(3)(B)

The general education teacher now is a required member of the IEP team. Accordingly, the law mandates providing with opportunities for teachers to learn about positive behavioral interventions:

> "The regular education teacher of the child, as a member of the IEP Team, shall, to the extentappropriate, participate in the development of the IEP of the child, including the determination of appropriate positive behavioral interventions and strategies and the determination ofsupplementary aids and services, program modifications, and support for school personnel." (20 U.S.C. Chapter 33, Sec. 1414, (d)(3)(C)

This section of the law requires that schools address the needs of the teacher as well as those of the student. The general education teacher must also provide information about the general curriculum and expectations for the classroom.

In the event that a student brings a weapon or drugs to school or to a school activity and school personnel want to consider an interim alternative educational setting (IAES), it is the IEP team that will determine what constitutes an appropriate IAES for that student. There are three standards that must be met by IAESs:

1. It must enable the student to continue to participate in the general curriculum.
2. It must enable the student to continue to receive the services described in the IEP.
3. It must enable the student to receive services designed to address the problem behavior.

Every district will need access to appropriate alternative settings and will need to create more options for services to students.

Previously, the IEP team was charged with the responsibility of making a manifestation determination when school district personnel wished to suspend a student with a disability for more than 10 school days. That team had to determine whether the behavior was related to the disability. In the 1997 Reauthorization, guidance was provided to the team on how to make such a decision. The team must consider the following:

1. Evaluation results, observations, and current IEP and placement.
2. Whether the IEP and placement were appropriate.
3. Whether the child's disability impaired understanding the consequences.
4. Whether the child's disability impaired control of the child.

Such a decision should not be taken lightly and the IEP team members must be prepared with current information about the student's evaluation, placement, and needs. Even if a behavior is not related to the disability, the IEP team must still determine appropriate services for the student. It is clear from the decision-making process within the IEP that all staff must have adequate training.

Collaboration with Other Agencies

The 1997 Reauthorization of IDEA states: "Nothing in this part shall be construed to prohibit an agency from reporting a crime committed by a child with a disability to appropriate authorities or to prevent State law enforcement and judicial authorities from exercising their responsibilities regarding the application of Federal and State law to crimes committed by a child with a disability." (20 U.S. C. Chapter 33, Sec.1415(k)(9)

Schools should not condone criminal behavior in the educational environment. When we condone such behavior, we teach students a double standard and send the message that it is a crime on the street but it is all right at school. Students must learn what is and isn't a crime, whenever and wherever it occurs. According to Johns and Keenan (1997): "Educators must use good judgement and common sense in deciding when to involve law enforcement and the local prosecutor in filing charges for infractions of laws or ordinances by students" (p. 63). Criteria for when to call the police should be developed. Jointly, school personnel and law enforcement must determine in advance (a) the minimum age of a student before criminal charges should be pressed and (b) the appropriateness of calling the police for students with significant intellectual impairments. Educators must establish a positive working relationship with local law enforcement and must learn what constitutes a crime. I recommend that schools establish a coordinating council to include law enforcement, and other agencies (e.g., probation, truancy, state's attorney).. The coordinating council should meet on a regular basis to discuss issues of common concerns. Many students with behavioral challenges are involved with other agencies. It is critical that we work together with those agencies—again not placing blame on them, but rather problem-solving together.

Parent Participation in the Process

The 1997 Reauthorization of IDEA stresses the importance of parental involvement throughout the special education process. As educators, we must closely investigate how the barriers that inhibit parents from being involved can be eliminated. One of those barriers has been the "deficit model" used at the IEP meeting—typically we discuss what the child cannot do. Fortunately, the IEP team now has a new mandate: the IEP team shall consider "the strengths of the child and the concerns of the parents for enhancing the education of their child." (20 U.S.C. Chapter 33, sec. 1414,(d)(3)(A)(1) That statement alone will hopefully encourage more family participation in the process. None of us want to attend a meeting when we hear all about what we have done wrong—we want to hear positive comments!

Some school personnel are quick to criticize and blame the parent. We must remember that the parent lives with the child the majority of the day and has to deal with the inappropriate behavior when the parent may be tired or has other priorities at the time. Recently, we had a new student come into our school program. The student had a good day and the teacher, as is our practice, wrote a note home to the parent stating what a great day her son had. The next morning, the mother showed up at school in tears. She said it had been so long since she had heard something positive that she was so grateful to the teacher for taking the time to send her a note. We often let parents know when there is a problem but don't let them know when a day has gone well. The old saying: "No news is good news" is not necessarily the case with parents of children with challenging behaviors—they need to hear those positive comments.

We should also recognize parents for the support that they show toward the school. Parent recognition should be a regular feature in every school newsletter and every assembly. Another consideration is to self-analyze our own treatment of parents. Do we show a bias against them because we blame them for their child's behavior? Do we treat them with respect? Do we make them feel comfortable and welcome in the school? Connecting parents with other agency services, parenting classes, support groups, and a parent room in the school are examples of components in establishing a positive relationship with parents.

In our litigious society, the fact that the new IDEA establishes a system of mediation encourages the resolution of differences informally. At times, parents just want to have their concerns addressed and their questions answered. Mediation affords that opportunity to resolve those concerns. Dollars that are spent in litigation can certainly be more appropriately spent on direct services to children.

Summary

As we continue to work to implement the provisions of the IDEA, we face many challenges. We must assist school personnel in the implementation of positive behavioral interventions that are based on a functional assessment. To do so, school district staff will need to be given on-going training about interventions and be provided with the necessary supports to implement those interventions.

We must work to create more options in the continuum of alternative placements so there are more appropriate placements for all students. As IAESs are developed, we must be certain that the quality services and therapeutic environments address the unique behaviors of the students placed there. In sum, if we are going to combat the issue of the increasing violence in our schools, the answers rest with the belief that we must keep students in school—the best deterrent for school violence is school attachment.

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TRANSLATING DISCIPLINE REQUIREMENTS INTO PRACTICE THROUGH BEHAVIORAL INTERVENTION PLANS: THE USE OF THE FUNCTIONAL ASSESSMENT

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Attempting to provide meaningful and effective interventions for children who display problem behavior is one of the greatest challenges facing our schools. Obviously, everyone wants schools that provide a safe and orderly environment in which to promote student learning and success. However, schools are being confronted with a growing population of students that have not learned acceptable social problem-solving skills and/or who have serious emotional needs that result in problem behaviors. Most schools report a significant increase in the number of children and youth referred (e.g., to the principal or dean) for disciplinary action (Ozvold, 1996). School-based efforts to address these problem behaviors, however, tend to rely on reactive strategies that simply deliver punitive consequences (Hyman, 1996). In fact, Colvin, Sugai, and Kameenui (1993) reported that "purely negative consequences" accounted for more than 90% of the responses delivered for problem behaviors in the public schools. Moreover, the vast majority of infractions that lead to punitive and exclusionary responses, including suspension and expulsion, were not related to school safety issues. Instead, the widespread use of punitive disciplinary methods has not been shown to be particularly effective. The use of punitive measures has been shown to detract from the quality of the school environment and to increase the probability of school violence (Adams, 1992). Thus, punitive responses to problem behavior may result in a school setting that is less safe and orderly. These punitive and exclusionary practices tend to alienate children from the school, a major risk factor for the exacerbation of violence and aggression (Hawkins, VonCleve, & Catalano, 1991).

Children and youth with disabilities appear to be at even greater risk for experiencing punitive and exclusionary consequences for problem behavior than their nondisabled peers (Johns, 1995). For example, Cooley (1995) reported that while no significant differences were found between the acts leading to suspension or expulsion by students with and without disabilities, students with disabilities were found to be more than twice as likely to be suspended or expelled. This was especially true for those students diagnosed with behavior disorders or learning disabilities. In many cases, these students are excluded from the school setting for the very behaviors that led them to be identified as disabled in the first place. These children, therefore, are deprived of their rights to an education and proper attention to their emotional and behavioral needs.

In the absence of clear mandates related to the nondiscriminatory application of disciplinary practices for students with disabilities, educators and policymakers were left to argue whether the behavior problems were manifestations of the child's disability (Sorenson, 1994; Thomas-King, 1996). Recently, the 1997 Amendments to the Individuals with Disabilities Education Act (IDEA) have directly addressed the issue of discipline for students with disabilities. These Amendments clearly mandate that educators must not only consider the effect of the child's disability on his or her behavior, they also must act upon the relationship of the disability to behavior. Specifically, the Amendments call for the team charged with developing the Individualized Education Program (IEP), to:

- Identify students with disabilities who demonstrate behavior that interferes with their own learning or that of other students. Behavior interventions, including positive interventions, and supports to address these behaviors must be developed and implemented. A Behavioral Intervention Plan (BIP) detailing these interventions and supports must be included as part of the IEP for such students.
- In response to disciplinary actions by school personnel directed toward students with disabilities, the IEP team must, within 10 days, meet to formu-

late a functional behavioral assessment plan to collect data for developing a BIP. If a BIP already exists, the team must review and revise it (as necessary), to insure that it addresses the behavior upon which disciplinary action is predicated.

There is little doubt that these mandates call for a philosophical shift in how schools approach discipline. At the same time, they require the identification of personnel capable of conducting a functional behavioral assessment and developing effective intervention plans that take into consideration the function of the problem behavior and that involve positive behavior change strategies. The identification and training of school personnel and IEP teams to accomplish these tasks may prove quite challenging for many school districts. The following discussion provides an introduction to the process of functional behavioral assessment and the subsequent development of positive behavioral intervention plans. Some concerns related to the mandated use of the functional behavioral assessment process also will be highlighted.

What is a Functional Behavioral Assessment?

A *functional behavioral assessment* is an approach that incorporates a variety of techniques and strategies to identify the temporal relationships between behaviors of interest and the antecedents, consequences, and contextual variables that initiate, terminate, or maintain these behavior(s). Thus, a functional behavioral assessment attempts to generate and confirm hypotheses about the function(s) a behavior may serve for an individual and to use this information during intervention development and implementation. This knowledge allows us to teach the student an appropriate alternative behavior that serves the same function while attempting to thwart the functional effectiveness of the undesired problem behavior.

Currently, many school-based interventions approach problem behavior from a topographical perspective. That is, problem behaviors are classified or grouped on the basis of their outward appearance (e.g., aggression, disruptive behavior, noncompliance). School personnel then develop a series of consequences (reinforcement contingencies, punishment contingencies, or both) delivered in response to a given class of responses in hopes of altering the display of the target behavior(s). Little or no attention is given to the function the behavior might serve for a particular student. For example, schools might have a standing policy to suspend a student who engages in overt insubordination directed at a teacher or school administrator. Yet children can display insubordinate behavior for a variety of reasons—such as the need for attention, the desire to escape or avoid a given situation, or the desire to increase their affiliation with some peer group. Thus, if the student engages in the insubordinate behavior to escape or avoid a given situation, the use of suspension might easily increase, rather than decrease, the display of insubordinate behavior.

With the use of functional behavioral assessment, interventions are not developed to manage or control the student, but for redesigning the environment and building new skills that make the problem behavior(s) irrelevant, ineffective, or inefficient in the given environment (Horner & Carr, 1997). For the most part, the behavioral intervention plans developed out of a functional behavioral assessment focus upon engineering modifications and accommodations to the environment (physical setting, style of social interaction, nature of the specific tasks) so that problem behavior becomes less probable. At the same time, positive strategies are implemented to teach and promote the display of socially appropriate behaviors.

Four Phases to the Functional Assessment of Behavior

As I mentioned, a functional behavioral assessment is an approach that involves a variety of techniques and strategies. Methods for gathering data for a functional behavioral assessment can involve indirect methods such as the review of archival records or the use of interviews or rating scales. Functional behavioral assessments generally begin with indirect methods to gather information from student records, the target student, and/or respondents familiar with the student and his or her behavior. Indirect methods are relatively quick and inexpensive and help guide efforts at collecting data through more direct methods.

Direct methods of data collection include descriptive analyses based upon observations of the target student in the natural setting and then its experimental analyses (Mace, Lalli, & Lalli, 1991). Observations allow for an objective examination of the relationships between the behavior(s) of interest and the environment. The identification of potential relationships allows for the generation of hypotheses about the influence of environmental events on the target student's behavior.

A functional behavioral assessment is performed to improve the effectiveness of the interventions being developed. The goal is to gain an understanding of the student's behavior through (a) predicting when a problem behavior will and will not occur, (b) understanding what maintains the problem behavior, (c) identifying desirable alternative behaviors the child displays (or could display) that would serve the same function, (d) identifying ways to prevent the occurrence of the problem behavior and occasion the desired alternative behavior, and (e) designing procedures to respond to both the problem behavior and the desired alternative behavior when either should occur. For these reasons, data on both desired and undesired behaviors should be collected.

Therefore, the IEP team will need to identify the specific nature of the problem behavior to be investigated. Once this is done, data related to the nature of this behavior and those aspects of the environment thought most to impact the behavior will be collected and analyzed. Often analysis will result in the need to collect and examine further data until the team feels that a reasonable understanding of the behavior has been gained and a testable hypothesis can be generated. The environmental variables hypothesized to influence the behavior then are manipulated to determine if, in fact, the hypothesized relationship holds true. Once the hypothesis is substantiated, a behavior intervention plan can be developed, implemented, and evaluated. As shown in Figure 1 and discussed in the following sections, this process can be conceptually divided into four distinct, but interrelated phases. These are depicted in Figure 1 and discussed briefly below.

Phase 1: Problem Identification and the Development of Preliminary Hypotheses

The first phase of the process involves gaining a clear understanding of the exact nature of the target behavior(s) and attempting to get some preliminary ideas as to the function the behavior(s) might serve. The team will need to develop an *operational definition* of the target behavior(s). The operational definition provides a "user friendly" description of the behavior in terms that are observable and measurable. The goal is to provide a "picture" of the behavior that will allow everyone to understand exactly what behavior is being targeted for examination.

There are a variety of qualities or dimensions to student behavior that one might consider when de-

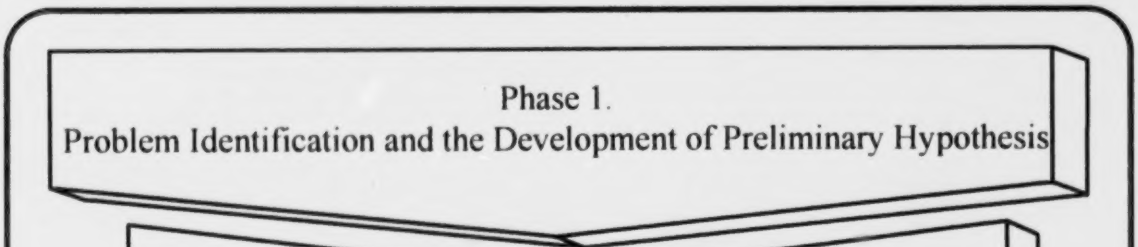

Phase 1.
Problem Identification and the Development of Preliminary Hypothesis
Phase 2.
Data Collection, Data Triangulation, and the Development of a Testable Hypothesis
Phase 3.
Hypothesis Testing and the Development of the Behavioral Intervention Plan
Phase 4.
Implementation, Monitoring, and Evaluation of the Intervention

Figure 1. The Four Phases of Developing a Behavioral Intervention Plan Through the Functional Assessment of Behavior.

veloping an operational definition. By identifying those qualities that help describe the exact nature of the target behavior, the operational definition is more precise. The dimensions of behavior also help teachers and members of the assessment team decide how best to measure the behavior. Some of the more critical dimensions of behavior include:

- *Topography*. The physical appearance or movements involved in a target behavior.
- *Frequency*. How often or the number of times a target behavior occurs.
- *Duration*. How long (time) a target behavior occurs.
- *Latency*. The amount of time that elapses between two specified events (e.g., the teacher makes a request and the student initiates the desired action).
- *Locus*. The location (where) a behavior occurs.
- *Magnitude*. The force, impact, or power of a behavior.

A good operational definition will meet the following criteria:

1. *The Stranger Test*. The definition of behavior will be clear enough that when read by someone unfamiliar with the student, he or she could observe the child and correctly determine whether or not the target behavior is occurring. For example, *disruptive behavior* refers to those instances when the student engages in talking out without having obtained teacher permission to speak, making loud noises either vocally or by manipulating objects (so that they can be heard at a distance greater than 3 feet), and being out of his seat without permission.
2. *The "So What? Test*. Initially, we must ask ourselves if the behavior is somehow impacting the performance of the child or is somehow seriously impacting the performance of others. Students sometimes engage in behaviors that appear inappropriate for the school setting, yet may not be worth the time and effort necessary to develop an intervention plan to change the behavior. For example, I once worked with a child who frequently stood up next to his desk when he was working. The child had a number of challenging behaviors. Given a finite amount of energy on my part, and in an effort not to make the school setting too aversive, I had to prioritize behaviors targeted for change. Frequently, this student was most "on-task" when standing next to his desk rather than sitting in his seat. Moreover, he seldom distracted other students with this behavior, although it did initially annoy me. I chose not to target this behavior for intervention.

Once school personnel have operationalized the behavior and collected some preliminary data the team needs to determine if the challenging behavior results from a medical problem or is the manifestation of a particular syndrome or medical disorder. Typically, this issue is discussed between members of the assessment team, the parents, and the various medical personnel (the school nurse and the child's doctor when appropriate). In those cases in which a medical problem is thought to exist, medical intervention should be sought. Often, challenging behavior with a biophysical or medical basis will still require both a medical (e.g., pharmacological) and a behavioral intervention.

Most often, indirect methods are employed to gather this preliminary information. The assessor might interview the student, teachers, parents, and other significant people who know the child to determine the exact nature of the behavior, when it occurs, and what purpose the behavior appears to serve. Any number of interview formats, questionnaires, and checklists exist that allow for the collection of information about a child's behavior (e.g., Gable, Hendrickson, & Sasso, 1995; Kern, Dunlap, Clarke, & Childs, 1994; Lawry, Storey & Danko, 1993; Lewis, Scott, & Sugai, 1994; Maag & Reid, 1994; O'Neill, Horner, Albin, Storey, & Sprague, 1990). Figure 2 presents one such interview format. When collecting this preliminary data, seek information from a variety of people who know the child and see him or her in different settings.

The information collected through these indirect methods should allow the team to establish preliminary hypotheses related to the function of the target behavior. As I mentioned, the very same behavior may serve a variety of functions or a number of behaviors can serve the same function for a child. Some common functions for student behavior include:

- *Attention*. The child becomes the focus of a situation; draws attention to self from peers and/or adults.
- *Escape or avoidance*. The child is able to avoid a task, activity, or situation; escape a consequence; terminate or leave a situation; avoid interaction with peers and/or adults.
- *Power or control*. The child remains in control of the event or situation; child directs the nature of the interaction with peers and/or adults.
- *Access to tangible reward/gratification*. The child is provided a desired object or preferred activity; self-determined reward.
- *Acceptance or affiliation*. The child is able to connect or relate to others valued by the child.
- *Expression of self*. The child develops a forum of expression; could be statements of needs or perceptions or a demonstration of skills or knowledge.
- *Justice or revenge*. The child settles a difference; provides restitution, or demonstrates contrition or "pay back;" "settling a score."

Functional Assessment Interview with Teacher

Student: ______________________ **Respondent:** ______________

How long have you known this student?

Describe the behavior(s) of concern.

To what degree are the behaviors predictable?

When and where are the behaviors most likely to occur?

When and where are the problems least likely to occur?

What events are most likely to trigger the behaviors?

What appears to be the students intent?

What is the primary function of each target behavior? What happens as a result of each behavior?

Are there other behaviors that the student could use to get what he appears to want? Explain.

Does the student possess the knowledge and skills needed to achieve the outcome desired?

Is the intent of the student acceptable? Explain.

In general, what and who are reinforcing to the student? What does the student enjoy

What are the student's greatest strengths?

What are the student's greatest weaknesses?

What does the student like most?

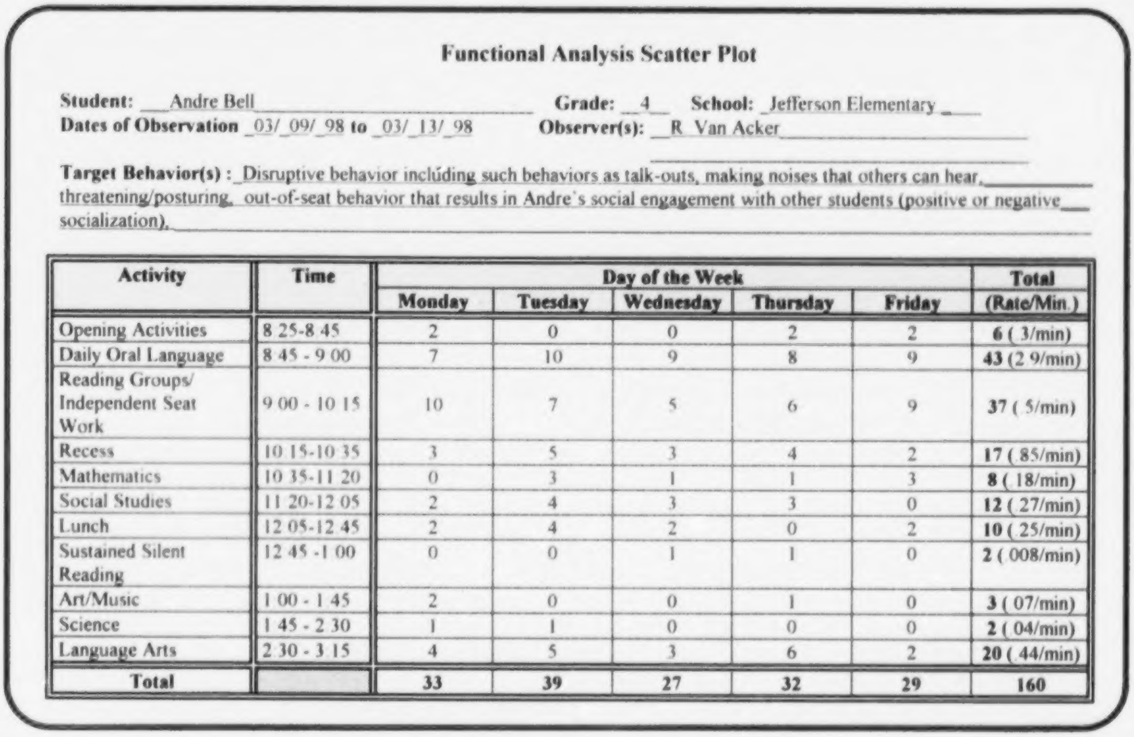
What does the child like least?

Figure 2. A Sample Teacher Interview Format.

At the close of the first phase of the functional behavioral assessment, the team will have a clear operational definition established for each target behavior as well as one or more preliminary hypotheses as to the function of each target behavior. This information will guide the teams efforts in the second phase of the process—data collection.

Phase 2: Data Collection, Data Triangulation, and the Development of a Testable Hypothesis

The team is now prepared to engage in the systematic observation of the student as he or she interacts within the natural setting. This can provide extremely valuable information about (a) the contextual variables or setting events that occasion or trigger the target behavior; (b) the target behavior itself; and (c) the consequences to the behavior that might serve to maintain, increase, or decrease the display of the target behavior. Naturalistic observation is a very time consuming and, therefore, expensive enterprise. The team may wish to have those working with the child generate information on the pattern of behavior over a specified period of time (e.g., 1 or 2 weeks). This can be a rather simple process of indicating when, where, and for whom the child is most likely to demonstrate (or to refrain from demonstration of) the target behavior and/or more appropriate alternative behaviors. One approach to gathering these data involves the completion of a *scatter plot* (Touchette, MacDonald, & Langer, 1985; See Figure 3 for a completed sample). This calls for teachers (or other staff) to keep track of each display of target behavior(s) across the course of the school day (or time period of interest). Patterns in responding, if they exist, should become evident. These patterns can identify specific activities, approaches to instruction, staff members, time of the day, and/or days of the week that are related to an increased display of problem behavior. The information gained in this process will allow the



Functional Analysis Scatter Plot

Student: Andre Bell **Grade:** 4 **School:** Jefferson Elementary
Dates of Observation 03/ 09/ 98 **to** 03/ 13/ 98 **Observer(s):** R. Van Acker

Target Behavior(s) : Disruptive behavior including such behaviors as talk-outs, making noises that others can hear, threatening/posturing, out-of-seat behavior that results in Andre's social engagement with other students (positive or negative socialization).

Activity	**Time**	**Day of the Week**					**Total**
		Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**	**(Rate/Min.)**
Opening Activities	8:25-8:45	2	0	0	2	2	**6** (.3/min)
Daily Oral Language	8:45 - 9:00	7	10	9	8	9	**43** (2.9/min)
Reading Groups/ Independent Seat Work	9:00 - 10:15	10	7	5	6	9	**37** (.5/min)
Recess	10:15-10:35	3	5	3	4	2	**17** (.85/min)
Mathematics	10:35-11:20	0	3	1	1	3	**8** (.18/min)
Social Studies	11:20-12:05	2	4	3	3	0	**12** (.27/min)
Lunch	12:05-12:45	2	4	2	0	2	**10** (.25/min)
Sustained Silent Reading	12:45 -1:00	0	0	1	1	0	**2** (.008/min)
Art/Music	1:00 - 1:45	2	0	0	1	0	**3** (.07/min)
Science	1:45 - 2:30	1	1	0	0	0	**2** (.04/min)
Language Arts	2:30 - 3:15	4	5	3	6	2	**20** (.44/min)
Total		**33**	**39**	**27**	**32**	**29**	**160**

Figure 3. A Sample Scatter Plot of Problem Behavior.

assessor to identify those times and situations most conducive to his or her observing the presence and/or absence of the target behavior. Observing the student at both times—when the behavior is most and least likely to occur—can provide important information about environmental factors that are related to the display of the behavior.

There are several approaches to data collection employing naturalistic observation that have the particular goal of identifying patterns of responding. One frequently employed approach is the *Antecedent-Response-Consequence (ARC)* analysis (Alberto & Troutman, 1995; Bijou, Peterson, & Ault, 1968; See Figure 4 for a completed sample). The observer simply lists antecedent events (responses, stimuli, or setting events) that precede behavior and serve as a potential prompt or cue for the target behavior (stimuli that occasion the behavior of interest). The observer also notes information related to the display of the target responses. Finally, information is noted regarding the consequences that transpire following the target responses that may serve to maintain, decrease, or increase the future probability of the behavior. Obviously, as one observes the on-going stream of behavior in a classroom or other setting, the consequences of a given behavior can become the antecedent for another behavior.

Another approach to gaining this type of information involves the use of a *functional assessment matrix* (Greenwood & Carta, 1987; Hendrickson, 1991; See Figure 5 for a completed sample). The data collection sheet displays environmental variables (e.g., structures for instruction) and behavioral expectations of interest that might occur in the various settings. A new copy of the form is necessary for each observation session (e.g., the various tasks, subject areas, or settings). The observer employs a momentary time sampling technique and places a tally mark in the appropriate cell representing the behavior/structure observed at the exact end of each observation interval (10 to 60 seconds). To the far right, the observer notes any specific consequences of observed behavior (desired and undesired). When completed, the matrix provides a relatively powerful depiction of behavior across environmental variables. Other data collection systems frequently employed when conducting a functional behavioral assessment include *The Functional Analysis Observation Form* (O'Neill et al., 1990), *The Classroom Ecobehavioral Assessment Instrument* (Scott & Sugai, 1994), and *The*

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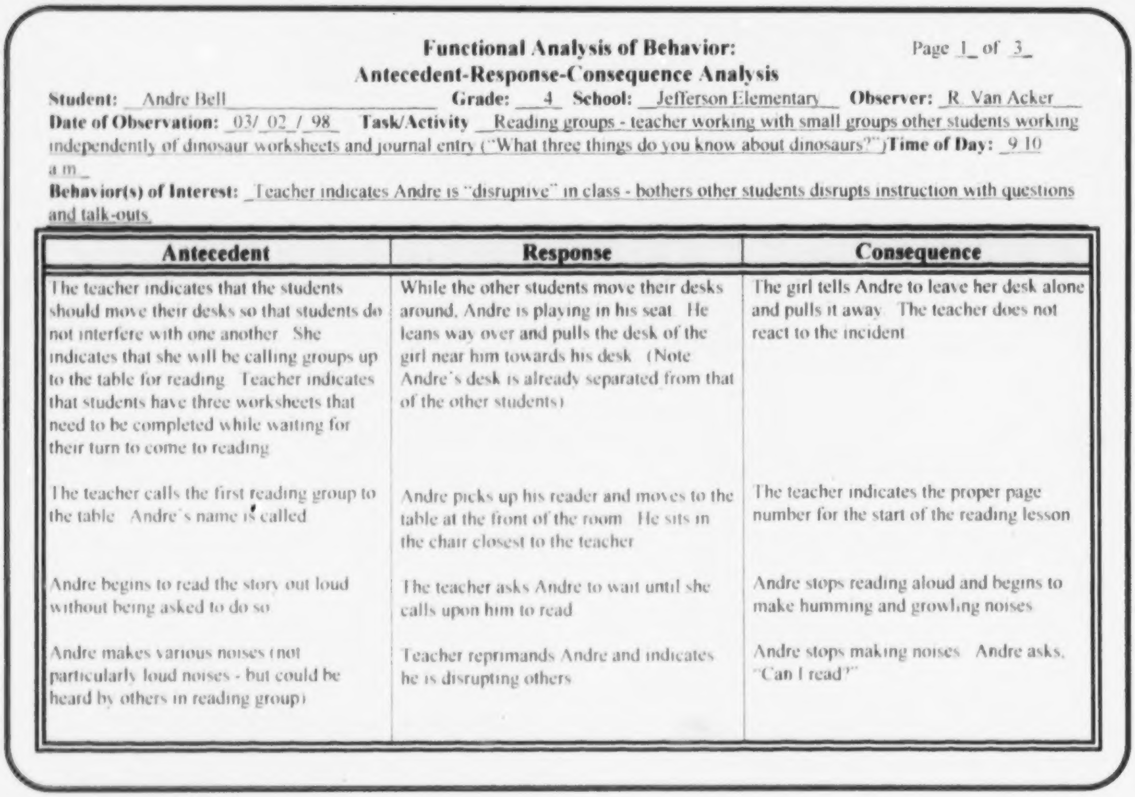

Functional Analysis of Behavior:
Antecedent-Response-Consequence Analysis
Page 1 of 3

Student: Andre Bell **Grade:** 4 **School:** Jefferson Elementary **Observer:** R Van Acker
Date of Observation: 03/ 02 / 98 **Task/Activity** Reading groups - teacher working with small groups other students working independently of dinosaur worksheets and journal entry ("What three things do you know about dinosaurs?") **Time of Day:** 9 10 a m
Behavior(s) of Interest: Teacher indicates Andre is "disruptive" in class - bothers other students disrupts instruction with questions and talk-outs

Antecedent	Response	Consequence
The teacher indicates that the students should move their desks so that students do not interfere with one another She indicates that she will be calling groups up to the table for reading Teacher indicates that students have three worksheets that need to be completed while waiting for their turn to come to reading	While the other students move their desks around, Andre is playing in his seat He leans way over and pulls the desk of the girl near him towards his desk (Note Andre's desk is already separated from that of the other students)	The girl tells Andre to leave her desk alone and pulls it away The teacher does not react to the incident
The teacher calls the first reading group to the table Andre's name is called	Andre picks up his reader and moves to the table at the front of the room He sits in the chair closest to the teacher	The teacher indicates the proper page number for the start of the reading lesson
Andre begins to read the story out loud without being asked to do so	The teacher asks Andre to wait until she calls upon him to read	Andre stops reading aloud and begins to make humming and growling noises
Andre makes various noises (not particularly loud noises - but could be heard by others in reading group)	Teacher reprimands Andre and indicates he is disrupting others	Andre stops making noises Andre asks, "Can I read?"

Figure 4. A Sample Antecedent-Response-Consequence Chart.

Behavioral and Environmental Assessment of Students and Teachers (Van Acker, Grant, & Getty, 1994).

When data collection is completed, the assessment team begins to examine the data in hopes of identifying those patterns in responding that suggest a function that might be served by the target response. The assessment team engages in the *triangulation of the data* as a method to identify reliable patterns of behavior (Gable, Quinn, Rutherford, & Howell, 1998a). This requires the identification of at least three different sources of data supporting the same relationship between the environment and the target behavior. A *problem behavior pathway chart* (Gable et al., 1998a); See Figure 6 for a completed sample) can be completed that presents testable hypotheses which sequentially arrange the information from the functional analysis of the target behavior (Schmid & Evans, 1998). The problem behavior pathway allows teams to identify hypothesized relationships between the target behavior, specific setting events, antecedent events, and consequences that serve to promote the target behavior. In the third phase of the process, each variable will be systematically manipulated to determine if the hypothesized relationships are supported and to determine which variables need to be included in the behavioral intervention plan.

Phase 3: Hypothesis Testing and Development of the Behavioral Intervention Plan

Once a hypothesis has been put forward to explain the function a behavior serves for the child, the classroom teacher and others working with the student will systematically control or manipulate situational and contextual events. For example, if a target behavior is thought to function as a means to increase attention, the teacher will respond to this behavior in a fashion that minimizes attention while increasing attention for a specified alternative behavior(s). The assessment team will note changes in the target child's behavior to determine whether the target behavior displays the anticipated reaction (e.g., initially, an attention-based behavior should increase when attention is withdrawn and slowly decrease in frequency as the appropriate behavior is displayed more often). There may be multiple contextual variables that are hypothesized to be related to the demonstration of the target behavior. Each should be manipulated in

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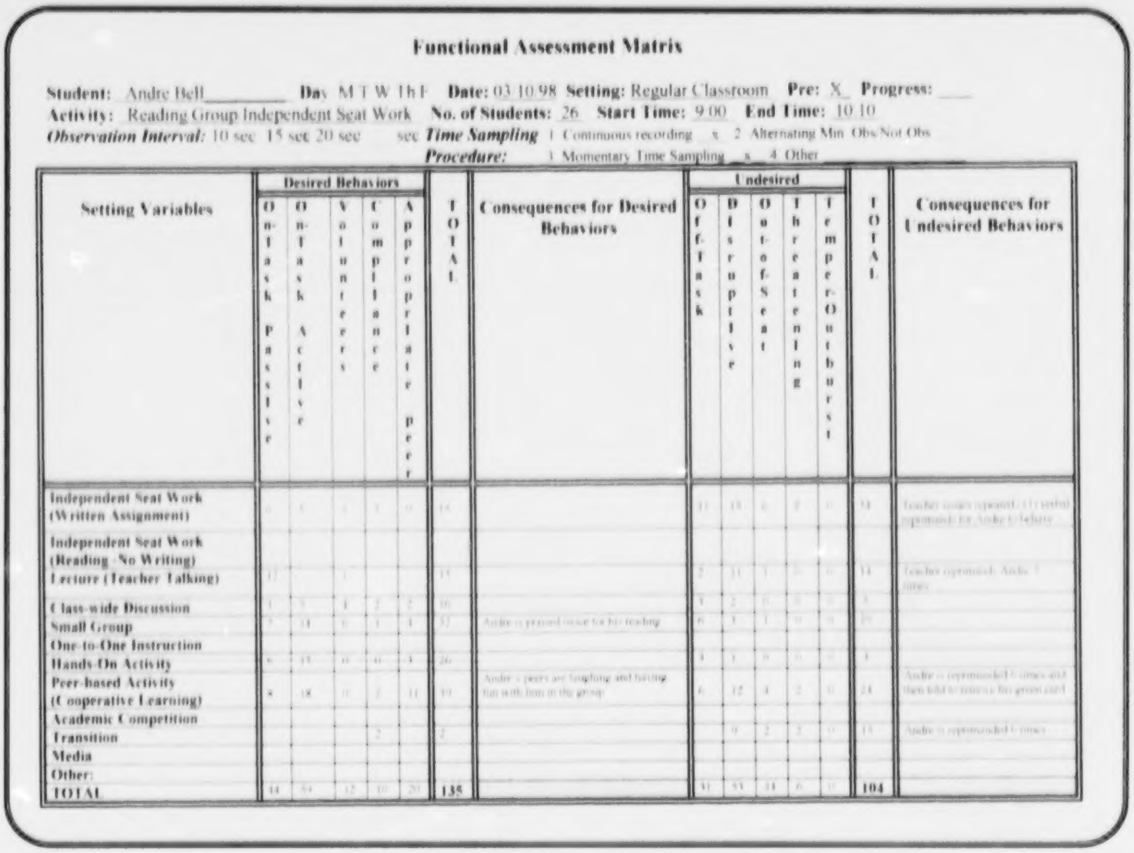

Functional Assessment Matrix

Student: Andre Bell________ **Day** M T W Th F **Date:** 03 10 98 **Setting:** Regular Classroom **Pre:** X_ **Progress:** ___
Activity: Reading Group Independent Seat Work **No. of Students:** 26 **Start Time:** 9 00 **End Time:** 10 10
Observation Interval: 10 sec 15 sec 20 sec ___ sec ***Time Sampling Procedure:*** 1 Continuous recording x 2 Alternating Min Obs/Not Obs 3 Momentary Time Sampling x 4 Other

Setting Variables	**Desired Behaviors**					**TOTAL**	**Consequences for Desired Behaviors**	**Undesired**					**TOTAL**	**Consequences for Undesired Behaviors**
	On-Task Passive	**On-Task Active**	**Volunteers**	**Compliance**	**Appropriate peer**			**Off-Task**	**Disruptive**	**Out-of-Seat**	**Threatening**	**Temper-Outburst**		
Independent Seat Work (Written Assignment)	6	5	4	3	0	18		11	13	6	7	0	33	Teacher issues repeated (11) verbal reprimands for Andre's behavior
Independent Seat Work (Reading - No Writing)														
Lecture (Teacher Talking)	12		3			15		2	11	1	0	0	14	Teacher reprimands Andre 3 times
Class-wide Discussion	1	3	4	2	2	10		3	2	0	0	0	5	
Small Group	7	14	6	1	4	32	Andre is praised twice for his reading	6	3	1	0	0	10	
One-to-One Instruction														
Hands-On Activity	6	15	0	0	5	26		3	1	0	0	0	4	
Peer-based Activity (Cooperative Learning)	8	18	0	2	11	39	Andre's peers are laughing and having fun with him in the group	6	12	4	2	0	24	Andre is reprimanded 6 times and then told to turn in his green card
Academic Competition														
Transition				2		2			9	2	2	0	13	Andre is reprimanded 6 times
Media														
Other:														
TOTAL	44	54	12	10	20	**135**		31	53	14	6	0	**104**	

Figure 5. A Sample Functional Assessment Matrix.

turn. The intervention plan can be developed to alter those variables found to be the most easily manipulated to gain the desired change in behavior. Dunlap and Kern (1993) indicate that the time spent testing the hypothesis will allow those working with the child to:

1. Identify which of the environmental variables manipulated has the greatest impact on the student's behavior.
2. Narrow the selection of potentially effective accommodations and interventions to alter the child's behavior and provide insight on how best to implement these procedures.
3. Evaluate the practicality and efficiency of the proposed accommodations and interventions.

The time spent testing the hypothesis "pays off" compared to the time, effort, and expense of implementing ineffective accommodations and interventions. Once the hypothesis has been validated, the time has come to develop an intervention plan and/or make modifications and accommodations to the instructional plan.

Both the problem behavior pathway and the proposed modifications that constitute the behavioral intervention plan can be graphically depicted through the use of the *competing-behavior pathway chart* (Gable et al., 1998a): See Figure 7 for a completed sample). This is accomplished by asking:

- What accommodations could be made to the setting events and/or the predictor events that might occasion desired student behavior?
- What is the desired behavior we want the student to display in response to the identified setting events and predictor events?
- What is a desired student behavior that would satisfy the reason for the undesired behavior?

The IEP team must make every attempt to develop an effective and efficient behavioral intervention plan. To accomplish this, O'Neill et al. (1990) suggests that the undesired target behavior and the desired alternative behaviors should be viewed as if they are in competition. Horner and his associates (Horner & Billingsley, 1988; Horner & Day, 1991) have shown that when an individual is able to choose between

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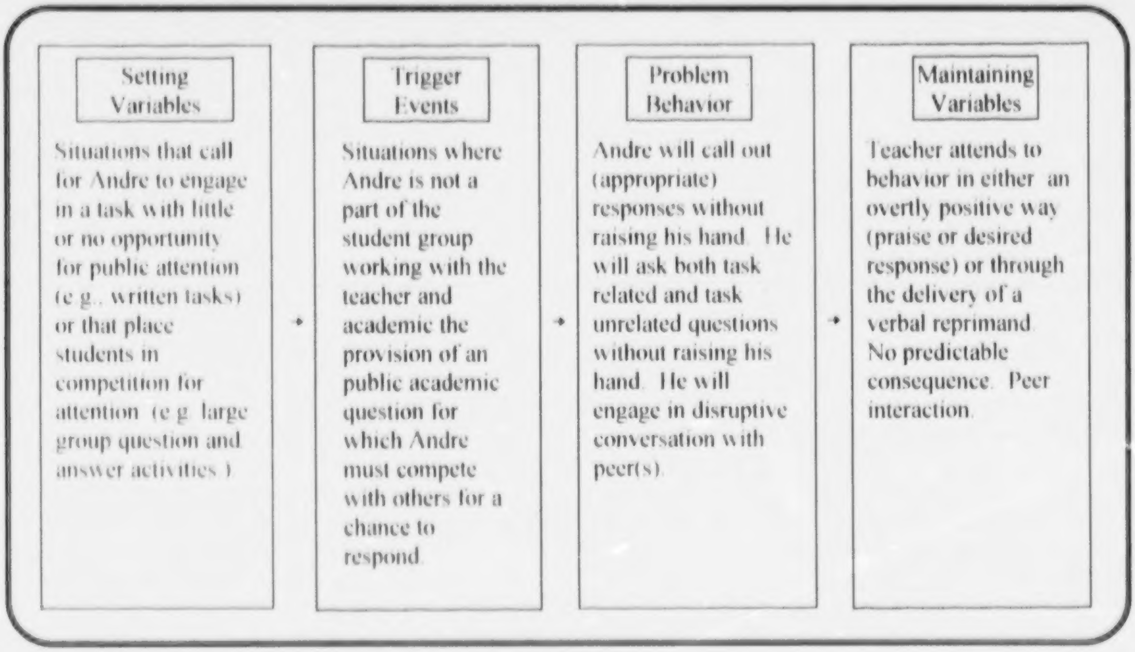


Setting Variables

Situations that call for Andre to engage in a task with little or no opportunity for public attention (e.g., written tasks) or that place students in competition for attention (e.g. large group question and answer activities.)

Trigger Events

Situations where Andre is not a part of the student group working with the teacher and academic the provision of an public academic question for which Andre must compete with others for a chance to respond.

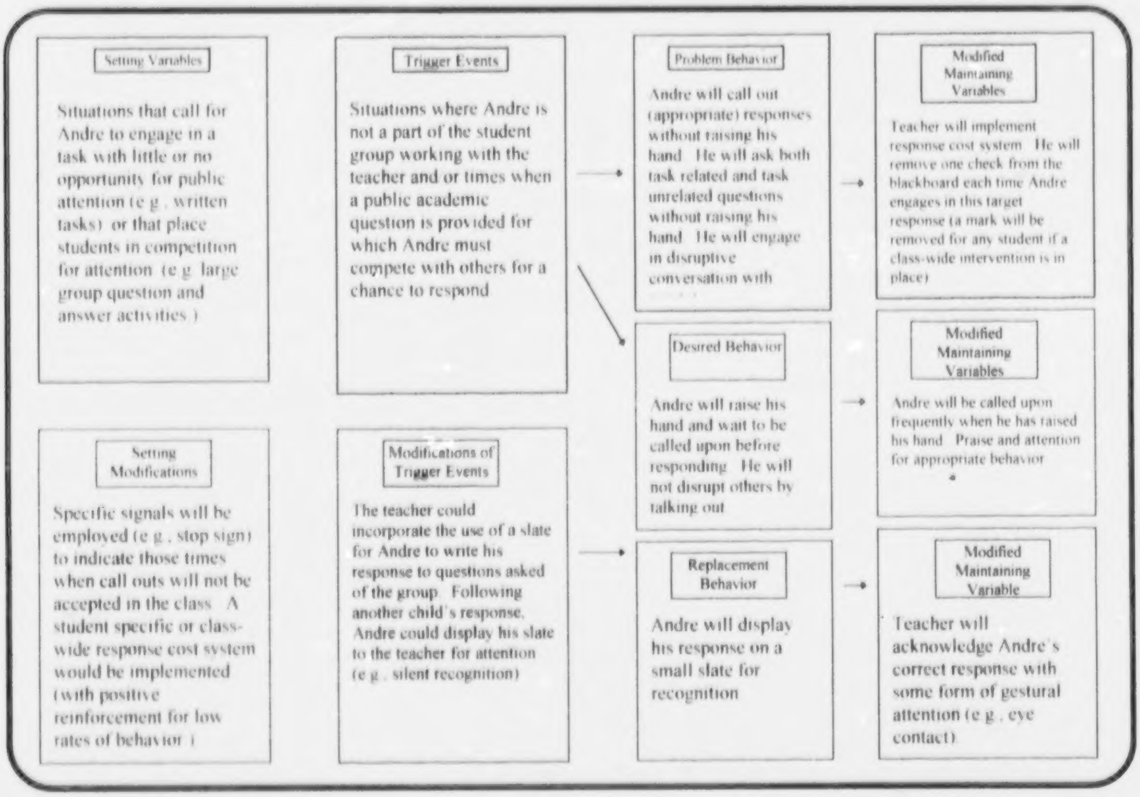
Problem Behavior

Andre will call out (appropriate) responses without raising his hand. He will ask both task related and task unrelated questions without raising his hand. He will engage in disruptive conversation with peer(s).

Maintaining Variables

Teacher attends to behavior in either an overtly positive way (praise or desired response) or through the delivery of a verbal reprimand. No predictable consequence. Peer interaction.

Figure 6. A Sample Problem Behavior Pathway Chart.



Setting Variables

Situations that call for Andre to engage in a task with little or no opportunity for public attention (e.g., written tasks) or that place students in competition for attention (e.g. large group question and answer activities.)

Trigger Events

Situations where Andre is not a part of the student group working with the teacher and/or times when a public academic question is provided for which Andre must compete with others for a chance to respond.

Problem Behavior

Andre will call out (appropriate) responses without raising his hand. He will ask both task related and task unrelated questions without raising his hand. He will engage in disruptive conversation with

Modified Maintaining Variables

Teacher will implement response cost system. He will remove one check from the blackboard each time Andre engages in this target response (a mark will be removed for any student if a class-wide intervention is in place)

Desired Behavior

Andre will raise his hand and wait to be called upon before responding. He will not disrupt others by talking out

Modified Maintaining Variables

Andre will be called upon frequently when he has raised his hand. Praise and attention for appropriate behavior

Setting Modifications

Specific signals will be employed (e.g., stop sign) to indicate those times when call outs will not be accepted in the class. A student specific or class-wide response cost system would be implemented (with positive reinforcement for low rates of behavior.)

Modifications of Trigger Events

The teacher could incorporate the use of a slate for Andre to write his response to questions asked of the group. Following another child's response, Andre could display his slate to the teacher for attention (e.g., silent recognition)

Replacement Behavior

Andre will display his response on a small slate for recognition

Modified Maintaining Variable

Teacher will acknowledge Andre's correct response with some form of gestural attention (e.g., eye contact)

Figure 7. A Sample Competing Behavior Pathway Chart.

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several possible response options, the choice is influenced by factors such as:

- The amount of reinforcement that each option will access.
- The amount of effort required by the response.
- How quickly the reinforcement will be provided.

Thus, the behavioral intervention plans must take these factors into consideration if the plan is likely to be effective on the part of the target student.

If the child demonstrates a desirable alternative response to address the function of the target behavior, he or she may simply require increased motivation to perform the desired alternative response. Thus, the child appears to display a *performance deficit*—"he or she can, but won't." At times, a student may actually display the knowledge or skill, but feel that they lack the ability to perform the task. That is, they lack self-confidence. For these students, a behavior intervention plan is required to promote the desired response (e.g., increased task relevance for the student and/or increased reinforcement for the desired behavior, systematically reinforcing increased independent work) and to address the undesired response (e.g., thwart escape and avoidance and/or trap into desired behavior).

On the other hand, the child may not display an acceptable alternative or may not understand when to display this response. The child then has what is known as a *knowledge or skill deficit*. The appropriate response to a knowledge or skill deficit is the provision of instruction to teach a more acceptable behavior. The behavioral intervention plan would include strategies to teach necessary information and/or skills to the child. The student also will require frequent opportunities to practice the new skill at times when instructional feedback is available. Specific supports, aids, and accommodations that might be necessary should be delineated. A plan to reduce the demonstration of the undesired response also may be required.

The behavioral intervention plan must not only be designed to address the needs of the student, but also display a good contextual fit (Horner, Sugai, & Todd, 1994; Romer & Heller, 1983). That is, the behavioral intervention plan must be acceptable to those responsible for its implementation. To be acceptable to most teachers, Witt and Robbins (1985) report that an intervention must:

- Be consistent with their beliefs and values.
- Not require too much effort or time.
- Not exceed the skill level of the teacher.
- Be unobtrusive.
- Hold promise of effectiveness.

Thus, for the development of effective behavioral intervention plans, the team must be considerate not only of the function(s) the problem behavior serves for the child and how the environment occasions and maintains this problem behavior, but also of the school's culture and the beliefs and values held by the school personnel. If there is not a good fit between the behavioral intervention plan and the acceptability of the plan to the staff, it is likely to fail no matter how well it is designed.

Phase 4: Implementation, Monitoring, and Evaluation of the Intervention

The development of accommodations and interventions should flow logically out of the functional behavioral assessment. Salient variables have been delineated and validated in the previous steps of the process. Gable and his associates (1998b) have identified five steps in the development of a positive behavioral intervention.

1. Identify the function (or need satisfied) by the problem behavior.
2. Select a replacement behavior that serves the same purpose as the problem behavior.
3. Teach the student the replacement behavior.
4. Provide the student the opportunity and motivation to engage in the replacement behavior.
5. Prevent the student from engaging in the undesired behavior.

A fundamental principal of the 1997 Amendments to IDEA is that positive interventions designed to develop and strengthen desirable behaviors should be used to the maximum extent possible. Positive interventions (e.g., differential reinforcement, environmental/activity modification, modification of instructional method, teaching alternative behaviors) are preferable to the use of aversive and more restrictive procedures (e.g., time-out, detention, negative practice, restraint, suspension). In fact, the Amendments clearly delineate a maximum use of suspension to 10 school days per calendar year for any student with a disability and expressly forbid expulsion with the cessation of services. While positive approaches alone may not always succeed in controlling undesired behavior, the use of more restrictive procedures always should be considered to be a temporary measure and approached with the utmost caution. When more restrictive procedures are utilized, increased assessment, planning, supervision, evaluation, documentation, and protective measures should be used. The use of positive interventions always should accompany the use of more restrictive procedures.

As with any intervention plan, those developed from a systematic functional behavioral analysis must be evaluated. Two important types of evaluation should be undertaken (Gable et al., 1998b). The first, examines the implementation of the proposed accommodations or modifications to the instructional environment. A well designed behavioral intervention plan can never work if it is not implemented or if it is implemented incorrectly. The second type of evaluation concerns the actual outcome of the behavioral intervention plan. Are the desired changes in student behavior taking place? Remember, behavior change is a process, not an event. Change takes time and effort. More importantly, the nature of student behavior in the school setting is a dynamic process. Students often change the way they respond to a given setting over time. Therefore, evaluation of the student's behavior within the context of the school should be monitored on a continual basis (e.g., daily or weekly behavioral probes). Upon evaluation, the accommodations and interventions may need modification.

The development of the behavioral intervention plan should include a written summary of the information obtained in the functional analysis of the problem behavior, the proposed accommodations and interventions, the personnel responsible for implementation, and an evaluation plan including an assessment of implementation fidelity and student outcomes. This should be attached as part of the student's IEP.

Cautions and Concerns Related to the Use of Functional Behavioral Assessment

The use of the functional behavioral assessment is mandated in the 1997 Amendments to the IDEA. There are, however, some cautions and concerns that should be raised given this requirement. By its very nature, the use of a functional behavioral assessment requires a shift in the disciplinary philosophy of school personnel. As before, the functional behavioral assessment seeks to change student behavior through the systematic manipulation of the environment to render the problem behavior ineffective. Emphasis is on changing the setting events, antecedents, and/or consequences related to the problem behavior, rather than controlling the student. Such a profound philosophical change will undoubtedly require time and effort beyond that provided under the current legislation.

Few schools have personnel with the appropriate training and/or the time necessary to conduct a meaningful functional behavioral assessment. The typical functional assessment can take as much as 25 to 70 hours for the review the student's records, completion of the interviews, ratings, necessary checklists, and the observation of the student across multiple settings. Once a functional relationship has been hypothesized, it must be tested. If supported by the change in student behavior, the IEP team must develop a behavioral intervention plan that includes positive interventions, supports, and accommodations to address the student's needs. Few schools have the necessary systems in place to provide the support needed by both teachers and students for efforts to sustain the environmental accommodations and modifications called for in many functional behavioral assessments. Schools, therefore, must identify personnel and the necessary support structures to facilitate the functional assessment process and the implementation of positive behavioral intervention plans.

The mandate to employ a functional behavioral assessment when developing a behavioral intervention plan appears to be a policy decision that precedes our technological capabilities. There are a number of concerns related to the reliability and validity of most of the current measures employed in this process (Fox, 1998). Many of the indirect measures such as checklists, rating scales, and interview formats used to identify functional relationships demonstrate low interrater reliability (Coie, Lochman, Terry, & Hyman, 1992; Zarcone, Rodgers, Iwata, Rourke & Dorsey, 1991). Some researches, however, suggest that low interrater reliabilities may not be indicative of a poorly designed measure, but simply reflect situation-specific variations in behavior across respondents (Achenbach, 1993, Coie et al., 1992). That is, the student displays different behavior in the presence of different respondents. Direct measures of functional relationships typically involve the systematic observation of the student in the environment. Interobserver agreement generally is employed to establish reliability of direct observations. Unfortunately, few schools have the personnel needed to allow two observers to collect data at the same time to establish interobserver agreement. Thus, the measures employed in the typical functional behavioral assessment may lack the technical adequacy to make important decisions related to individual student performance (Kelly, 1927). This underscores the importance of testing any hypothesized functional relationship prior to the development of the behavioral intervention plan.

A final concern regarding functional assessment involves the liability teachers and other school personnel might assume for failure to make the necessary accommodations and modifications to the environment to render a student's problem behavior ineffective. The functional behavioral assessment will identify aspects of the educational setting that serve to occasion and/or maintain a problem behavior. Once identified, can school personnel be held liable for any failure to enact necessary modifications that have been hypothesized to improve student behavior? Minimally, the mandated use of the functional behavioral assessment will call for increased supervision and monitoring of teachers and support staff as they attempt to meet the needs of the ever increasingly diverse population of students.

Summary

Students who display challenging behavior present a significant problem to educators throughout this nation. Traditionally, schools have employed punitive and exclusionary tactics to reduce student problem behaviors. These efforts have been less than successful. Students with disabilities are especially at-risk for harsh exclusionary discipline. Recent Amendments to the IDEA mandate the use of functional behavioral assessment to develop behavioral intervention plans that employ positive interventions and supports to alter student behavior.

The functional behavioral assessment is a process that involves a variety of techniques and strategies to identify the function a given behavior serves for the student and the contextual variables that serve to occasion and/or maintain the behavior. The goal of the functional behavioral assessment is to understand the behavior within its context and to modify the context as to render the problem behavior ineffective. At the same time, the functional behavioral assessment will help identify appropriate alternative behaviors that could be used to serve the same function as the problem behavior. The behavioral intervention plan is developed to promote the desired behavior and to eliminate the need for the problem behavior.

While a number of concerns exist related to the mandated use of functional behavioral assessment, the process holds a great deal of promise. Implemented with care, the functional behavioral assessment will allow educators to gain a better understanding of student behavior and of their own behavior. The intent of the law is to provide educators with a tool to help identify ways to promote success for *all* students. This should be the goal of every educator. If we can keep this in mind as we struggle with the problems of implementation, perhaps we can vastly improve the school environment and our own ability to address the needs of a diverse population of students.

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OVERCOMING SYSTEMIC INERTIA TO ACHIEVE THE INTENT OF THE 1997 AMENDMENTS TO IDEA

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The 1997 Amendments to the Individuals with Disabilities Education Act (IDEA; P.L. 105-17) contains significant changes related to discipline as compared to previous federal statutes. The 1997 Amendments codify that students with disabilities must continue to receive educational services even when their behavior would result in cessation of services if they did not have a disability. In addition, the 1997 Amendments require that school districts must determine the function of a student's behavior if multiple suspensions have been ineffective at deterring the behavior. The law defines suspension as being ineffective if the cumulative total exceeds 10 days. Furthermore, for the first time, behavioral intervention plans and positive behavioral support are mandated for students with disabilities who have (a) experienced more than 10 days of suspension, (b) been removed to an Interim Alternative Education Setting (IAES) for bringing a weapon or controlled substance to school, or (c) demonstrated behaviors that impede their learning or the learning of others.

Although the Amendments to IDEA do not define the process of conducting a functional behavioral assessment or provide the details of what are considered reasonable behavioral support strategies, the law does emphasize the critical role that behavior plays in learning. Through this legislation, schools will have to analyze how their environments, practices, and policies are contributing to inappropriate student behavior. Schools will then be challenged to modify the conditions that contribute to that misbehavior. Such modifications will require purposeful effort from all personnel, including administrators, general educators, special educators; and support staff, who will be much more comfortable with the "old" ways of dealing with misbehavior. The greatest obstacle to implementing the intent of the 1997 Amendments will be systemic inertia as manifest in the human "tendency to remain in a fixed condition without change" (Guralnik, 1980, p. 719). In the following discusion, we draw upon group interaction to address how school systems can implement the intent of the 1997 Amendments and provide effective support for students with the most challenging behavioral and learning problems.

Translating the IEP into Practice: Ensuring Positive Conduct and Social Skills Outcomes for Students with E/BD

According to the 1997 Amendments, challenging behavior will be most effectively addressed with interventions that are developed specific to the function of the behavior. However, there are numerous unanswered questions related to determining behavioral function. The group posed the following questions.

What constitutes a technically sound instrument for assessment?

The 1997 Amendments call for a functional behavioral assessment to precede the creation of an intervention plan. In assessing the contextual basis of the behavior, questions should be asked to determine the purpose of behavior, the appropriateness of the academic methods/procedures employed, how academic frustration may contribute to inappropriate behavior, and how peer dynamics interact to "trigger" the behavior, or cause it to escalate. The discrepancy between an individual's behavior and the behavior of others in the environment must be considered.

In collecting information of student behavior, instruments should be utilized that address the antecedents and consequences of the behavior, as well as conditions that maintain the behavior. Experience has shown that standardized behavior rating scales may not sufficiently address the environment within which the behavior occurs. An interview conducted with teachers and staff, the student involved, other students, and other school personnel such as custodians and bus drivers (where applicable) are queried may be suitable information relating to the behavior of concern. In addition, direct observation of the student will provide valuable information. Rather than determine reliability and validity statistically, a more appropriate minimum standard for functional behavioral assessments should be attention to the depth of information provided.

Along with behavioral assessment, an educational evaluation is important to any student assessment as inappropriate behavior often has its roots in academic frustration. Kauffman, Pullen, and Akers (1986) state that when academic expectations are too high or too low inappropriate behavior is exacerbated. For these reasons, the group concluded that teachers must assess academic expectations to provide a functional perspective of behavior.

Are there ways to increase the likelihood that these data will be used to guide instructional decision-making on behalf of students with E/BD?

Discussion produced a consensus among the group that to increase the likelihood that the data will be utilized in instructional decision-making, the needs of the teacher must be carefully considered. Busy teachers cannot afford to spend an entire day collecting behavioral data on a student. Rather than collect continuous data, data probes could be conducted. One strategy would be for the teacher to collect data several times a day, under conditions and at such times as the inappropriate behavior occurs. A probe measurement would enable a teacher to extract the needed behavioral data in brief periods of time, thereby allowing him/her to meet other instructional obligations. In order for a functional assessment to be successfully applied to instructional planning, methods of measurement must be developed that would allow teachers to feel unencumbered.

The introduction of an objective third party (e.g., outside expert, IEP team member) to conduct the functional assessment and make recommendations as to intervention, would further serve to "free up" the classroom teacher, and increase the likelihood of successful implementation. With this strategy, the teacher could subsequently be trained in the recommended intervention and record keeping procedures. For example, a modified scatterplot can easily be utilized to illustrate both positive and negative teaching/learning outcomes and allow for a graphic display of student progress enabling the teacher to see the benefits of his/her classroom efforts.

What changes in policy and practice are needed in relationship to grading, promotion, and graduation?

Participants reported that some districts have interpreted the 1997 Amendments to require quarterly reporting of behavioral progress. Therefore, we felt that behavioral improvement, or lack thereof, must be addressed within the framework of the traditional report card. Report cards will need to be tailored to fit the needs of special education students. Some school districts insert an addendum with the card that addresses behavioral concerns. A behavior checklist, with additional room for narrative comment, could also be used.

In addition to group concerns that related to reporting behavior, we discussed the need for districts to address the reporting of student academic progress. Problems likely will arise when passing grades are granted to eighth-grade students who are making progress in their second grade reading lessons, but these grades do not reflect abilities commensurate with their chronological age. We agreed that the problems in reporting academic progress are exacerbated when a student who has received passing grades fails to meet state mandated exit requirements. It is reasonable to assume that the nationwide trend toward making graduation contingent upon the passing of competency tests can discriminate against students in special education, including students with E/BD.

Most states offer various levels of high school diplomas. One level consists of a diploma that indicates a traditional education, reflecting course work required of a college-bound student. The other diploma is generally reserved for special education students who have been exempted from the general education requirements. Some states offer a third option that is reserved for students who are unable to pass exit-level competency testing. Diplomas reflecting a nontraditional education can limit post-school options. Special education students are often "tracked" in the direction of a specific type of diploma beginning in middle school. Clearly, reporting and graduation practices vary widely, and there are many questions to be addressed in regard to just practices.

What are the barriers that must be addressed in order to ensure positive outcomes for students with E/BD?

Barriers affecting the ability of educators to ensure positive outcomes for students are based on traditional practices providing inflexible options for dealing with students who demonstrate challenging behavior. The need to provide positive supports and individualized instruction is pitted against society's demands for higher academic standards and proficient graduates. Although implementing behavioral change strategies based on a functional understanding of the behavior will result in more effective interventions, the amount of time that is required can be a formidable barrier. Without conscious administrative effort, money will not be available for the hiring of behavioral interventionists or additional teaching assistants to relieve teachers, adding to the workload of classroom teachers who are already experiencing stress. Tangentially related is the need to balance individual needs against the needs of the class as a whole.

Translating the IEP Into Practice: Curriculum and Instructional Accommodations for Students with E/BD

Our group felt strongly that teacher ability to make curricular accommodations requires knowledge of effective modifications as well as skills in communication and collaboration. Teams of professionals must work together to design adaptations to support academic and behavioral progress of students with diverse learning needs, including E/BD.

What are key elements in planning for curricular accommodations?

In order for special education students to be adequately served, all of the teachers with whom they come in contact must accept responsibility for their education. The 1997 Amendments to IDEA require increased access to the general curriculum. Accordingly, inservice training should emphasize positive instructional and behavioral techniques in addition to an understanding of student learning preferences. Given the content of IDEA, all teachers, not just special educators, must be able to access materials appropriate for modifying instruction. One participant reported that in one district in Florida, general education teachers maintain binders with materials appropriate for modification and accommodation. In seeking ways to accommodate students with E/BD, special and general education teachers should be encouraged to develop strategies to simplify information sharing. For example, a duplicate set of class notes that could be utilized by special educators may facilitate communication between professionals. Finally, as George, Valore, Quinn, and Varisco (in press) report, the focus of assessment, curriculum, and instruction in alternative educational settings must be on providing students with the skills and knowledge necessary to succeed in the traditional educational settings to which they will return. Therefore, collaborative exchange between general and alternative teachers must guide all programming in alternative settings. Improved communication is seen as critical to providing appropriate accommodations.

What are key elements related to curriculum integration and accommodation as related to academic and behavioral needs of students with E/BD?

Multilevel instruction, in which the teacher presents the same content yet varies the level of expectation dependent upon student ability, is one way to adapt the curriculum to meet individual student needs. Furthermore, group-individualized instruction is provided when a science teacher explains the process of photosynthesis to the class. All class members might be expected to verbally explain that photosynthesis is the process by which green plants make food and oxygen as a result of an interaction of chlorophyll with sunlight and water. Some students might be asked to draw a picture of a plant with appropriate labeling or to care for a plant grown in class. Other students would be required to explain the process of photosynthesis in a written report. Still others could be asked to report on the varying chemical changes that take place during the process of photosynthesis. Following this strategy, the learning abilities of all students can be accommodated.

We agreed that a willingness to vary behavioral, as well as academic, expectations may be necessary to address the needs of many students with E/BD. A variance of behavioral expectations does not imply that inappropriate behaviors are sanctioned for some students. The variance relates to providing some students more external checks related to the appropriateness of their behavior. One student might be expected to sit quietly throughout an hour-long presentation, for example, and another would be asked to sit quietly for a 10-minute segment and then receive reinforcement. A school-wide adoption of a particular social skills model could help all personnel focus on critical skills. Appropriate responses are thus introduced consistently throughout the building and taught by all personnel.

What specific aspects of the curriculum need to be modified and in what steps?

The content of the curriculum needs to be relevant to the student and appropriate to his/her needs, within a core curriculum that is important for all. Federal legislation requires that the IEP address the individual needs of the student and offer guidance for appropriate modifications; educators must be flexible when making adaptations. Modifications can include using laptop computers for note-taking or allowing students to respond verbally instead of in written form. Regardless, future staff development efforts will need to focus on understanding the needs of students with disabilities and encouraging teachers to modify and adapt curriculum accordingly.

What are the curriculum implications when developing transition plans for students with E/BD?

Students with E/BD can be limited by the transition options available to them in most schools. A broader spectrum of opportunities is essential and the prerequisites for those opportunities must be reasonable. The worst case scenario is one in which a school district requires students to read and demonstrate successful mastery of the content of a book on auto mechanics before allowing the students to enter work-study programs in that field. If the reading level in which the book was written is above that of the student or if the student is unable to demonstrate mastery using typical paper/pencil tasks, then the door to that learning and employment opportunity will likely be closed.

Graduation requirements for students in special education should be based on the mastery of individual education program (IEP) goals, rather than state-mandated exit tests. Transition planning should focus on a student's desires, future goals, personal skills, and individual needs. The transition process should begin in middle school and should be linked closely with the opportunities available within the community. For example, students with disabilities who successfully prepare a Thanksgiving dinner for the faculty and staff of their high school will be demonstrating mastery of numerous skills critical to certain types of employment.

What are the barriers that must be addressed in order to ensure appropriate curriculum accommodations?

Notwithstanding federal mandates, we feel that resistance of general educators to become an integral part of the IEP process, which may be fueled by fear of students with emotional disabilities, will prove problematic. As Guetzloe (1994) notes, students with E/BD are difficult to manage and to teach, and are, in fact, feared by many teachers and administrators. An academic system with unreasonably high expectations that is resistant to change is a substantial barrier. The practice of utilizing non-categorical classrooms that are expected to meet the needs of all students, regardless of the number of students or the disabilities represented, is yet another barrier.

Translating Discipline Into Practice

Numerous court cases have addressed the issue of appropriate discipline for students with disabilities. Viewed together, findings support that students who demonstrate behaviors that are a manifestation of their disability may not experience cessation of services as punishment for those behaviors (e.g., Yell, 1998). The 1997 Amendments codify those rights and delineate specific provisions related to discipline.

What are the key changes to the 1997 Amendments related to discipline?

Perceiving that suspension is overused and invoked most commonly for infractions related to disobedience (Skiba, Peterson, & Williams, 1997), lawmakers included the requirement for a careful analysis of behavior being consequated with suspension. Although the requirement for a functional behavioral assessment represents one of the key changes to the federal law, no additional detail regarding implementation is provided.

The 1997 Amendments address consequences for students with disabilities who bring weapons or controlled substances onto campus. According to popular "zero tolerance" policies, any infraction involving drugs or weapons results in immediate expulsion. However, for students with disabilities, these behaviors may be a manifestation of the disability, thereby prohibiting cessation of services. The 1997 Amendments provide the option to remove a student with a disability to an IAES for up to 45 days for offenses that would have netted a student without disabilities an expulsion. IAES is not defined in the law and the determination of what constitutes an appropriate IAES is left to the student's IEP team. Some districts are creating a designated IAES; other districts are determining the IAES on a case by case basis. Some *individual* determinations have resulted in the designation of the IAES to be a probation office, superintendent's office, and home placement.

The 1997 Amendments specify that any student with a disability whose behavior impedes his/her learning or the learning of others will need to have his/her IEP team consider positive behavioral supports and strategies to address the behavior. Although the law does not specify what constitutes positive behavioral support, professional literature does. According to Clarke et al. (1995), positive behavioral support consists of two components: (a) functional behavioral assessment and (b) individualized consequences and instruction based on the identified function.

The 1997 Amendments clarify the manifestation determination process. However, this clarification is muddied by the section that discusses prior knowledge. It appears that a student who is being considered for disciplinary action may be considered to be a student with a disability if family members or school personnel have expressed concern about the student's abilities or if the student has ever been referred for eligibility determination. Given that manifestation determinations rarely hold up in due process proceedings and that many students are suspected of having problems by some adult they encounter, both the manifestation determination and prior knowledge provisions will need to be clarified, if not by the federal or state government, then by case law.

Finally, with the closer link to the general curriculum, changes in the 1997 Amendments highlight the involvement of general education teachers and parents. An entrapping situation may relate to the general education teacher's involvement on the IEP team. The law states that the general education teacher should be involved as appropriate; but, if a general education teacher is not in attendance at the IEP meeting, allegations of predetermination of placement could be justified. A new provision allows school personnel support to be written into an IEP. Parent involvement is emphasized, with the 1997 Amendments rewriting all sections that mention parents, so parents are mentioned first, with school and support personnel being mentioned afterwards.

In what ways do the changes influence (a) administrative options, and (b) IEP team responsibilities in regard to discipline?

The 1997 Amendments will impact a district's ability to create a "one size fits all" approach to discipline. Traditionally, administrators determine that certain infractions will result in specified consequences. Now, administrators will need to create a series of disciplinary policies that are directly related to behavioral function. The ability to rewrite discipline policies will require training in positive behavioral support and strategies. It will be in the administrators' best interests to incorporate creative, flexible thinkers in this process, including parent and community representatives. If the process of conducting a functional behavioral assessment results in more effective behavior management, there is a good probability that districts will decide to apply the strategy to addressing all inappropriate behavior in schools. Such a proactive stance will result in administrators soliciting behavior and learning concerns well in advance of serious behavior problems.

The 1997 Amendments significantly increase the responsibilities of the IEP team to link the IEP to assessment. If a student is demonstrating behaviors that are not conducive to learning, the functional behavioral assessment process will highlight environmental conditions that are contributing to the behavior. Once targeted, these environmental conditions, whether they be teaching strategies, classroom configuration, or interpersonal dynamics, must be modified and the necessary supports written into the IEP. Therefore, IEPs will directly reflect assessments.

What are the implications in regard to parents' rights, and their roles and responsibilities in regard to the IEP and discipline issues?

Although public schools have a legislative obligation to be responsible for the education of students with disabilities, parents and communities do not. With few exceptions, schools cannot require parents or communities to fulfill certain responsibilities. Therefore, the key in regard to parental and community involvement is collaboration. Collaborative relationships will be enhanced through strategies that promote empowerment, support, and proactive stance.

In order to be an active participant on the IEP team, parents must be empowered. Schools may enhance parent empowerment by having meetings at places that are considered neutral territory, not affiliated with either the district or the family. Schools may also want to involve additional persons from community agencies who may be more readily received by the parents. Empowerment is communicated not only when the IEP team includes the parent in all decisions, but also when the school district provides adequate support.

Parental advocacy groups and parent support groups can help alleviate parental discomfort and promote more positive interactions. Teaming activities, although time intensive up front, can facilitate the functioning of an IEP team. Parent/professional partnerships can help diminish confrontational attitudes and promote equal participation. Support is also provided when districts subsidize parent participation at workshops and other training opportunities. School districts can also generate lists containing community resources to give to parents.

A proactive stance exists when schools seek to involve parents in the education of their children before behavior or learning problems arise. Unfortunately, we would argue that there often exists an inverse relationship between parents' receptiveness and their need to participate. As students experience more problems and failures in school, parents sometimes become more defensive and resistant to being involved. Accordingly, it is important to recognize that maintaining a focus on the best interests of the student will promote collaborative efforts. Critical to this effort is the district's ability to be sensitive to the culture of the student and to involve key individuals from local business, religious, and community agencies.

What are the barriers that must be addressed in order to ensure appropriate discipline procedures for students with E/BD?

One of the greatest barriers to ensuring appropriate discipline procedures for students with E/BD is the presence of conflicting policies and programs. For example, "zero tolerance" policies do not consider that suspension may be completely ineffective in deterring behavior. The social and political push for full inclusion is another policy that can result in diminished learning and increased inappropriate behavior. Internal, unspoken policies, such as those discouraging teachers from referring students for special education so that the administration can retain suspension/expulsion options can create barriers for students with E/BD. In addition, internal policies that seek to protect the confidentiality of the student with special needs at the expense of providing crucial information to significant players in the school environment can result in an inappropriate education. This is exacerbated when districts choose to write IEPs at the end of one school year that carry over into the next school year without consideration of student growth and personnel changes.

Barriers to ensuring appropriate discipline procedures for students with E/BD include personal attitudes. That is, fear or animosity between teachers and parents can undermine the efforts of an IEP team to develop positive behavioral support strategies. The same attitudes between special education and general education teachers can result in interactions that may hinder the student's education.

Finally, a major barrier to ensuring appropriate discipline procedures relates to communication. Teachers (special and general) and parents must be able to share information and concerns. Communication can be greatly impacted by barriers such as cultural competency or difficulties making meetings. With multidisciplinary service provision, agencies must seek ways to communicate information and findings. It is not uncommon for student records to fail to follow the student as his/her services move from one agency to another. Schools, families, and community representatives need to communicate with each other to help diminish the barriers to ensuring appropriate discipline procedures for students with E/BD.

Translating Discipline Into Practice Through Behavioral Intervention Plans

Previously, federal law did not require behavioral intervention plans. With the 1997 Amendments to IDEA, behavior intervention plans are advocated with student misbehavior and increase positive behavior, resulting in enhanced learning opportunities for the student and his/her classmates.

How do we determine that a need exists for a behavioral intervention plan?

A behavioral intervention plan must be written when a student's behavior impedes personal learning or the learning of others. Additionally, when a student's cumulative suspensions exceed or are in danger of exceeding 10 days or within the first 10 days a student is in an IAES, a behavioral intervention plan must be written. We would think that a more proactive approach would be to write a behavioral intervention plan in the prereferral stage of student support. By addressing behavioral interventions in the prereferral stage, district personnel would have clear documentation of what has been done to accommodate the student's learning and behavioral challenges.

What are the key elements in completing a functional assessment?

The key elements addressed here are not related to delineating the specific steps in completing a functional assessment but are those variables that must be in place in order to complete the process. These elements include a team approach, adequate support, and flexibility of school policies.

In order to complete a functional behavioral assessment, a knowledgeable team(s) must be identified. Team members should be able to contribute their understanding of how the student's strengths and weaknesses impact behavior within the context of the school environment and must be willing to sincerely consider the information provided by other team members. In many cases, the team should include the student whose behavior is being addressed.

Adequate support refers to the district's provision of times and places for teams to meet. The district may need to design personnel schedules so that meetings are accommodated without loss of instructional time and may need to provide transportation to facilitate parental involvement. Adequate support may require the provision of additional personnel to serve as data collectors. If the teacher is serving as data collector, s/he will not be able to capture all the contextual variables associated with the behavior. Given the complexity of the assessment process, districts will need to locate or generate instruments for collecting data that have high face validity that can be incorporated in the functional assessment according to the needs of the student and the context of the behaviors.

Another key element necessary to complete functional assessments is that of flexibility of school policies. As we have mentioned, school policies may need to be modified so that personnel have the opportunity to meet as teams and have the additional support needed to collect data. If it is determined that school environments and teaching practices are contributing to the occurrence of inappropriate student behavior, then schools must be willing to address these issues.

How do we develop hypotheses statements and verify the accuracy of these statements?

A hypothesis statement is predicated on clearly defining the target behavior and collecting comprehensive data. Data collected about the target behavior should start with an assessment of the individual student's physiological and psychological states. A viable means of acquiring this information is to talk to the student directly to determine the factors that are contributing to the occurrence of the behavior. Triangulation of sources will render as complete an understanding as possible of the behavior and the contexts in which it occurs.

A functional analysis will verify the accuracy of the hypothesis statement (Alberto & Troutman, 1995). Analogue manipulations, in which the variables suspected of impacting behavior are systematically altered, will demonstrate if the hypothesis is correct. For example, if the hypothesis generated from the preliminary data collection suggests that the student is screaming in order to get out of paper and pencil tasks, then the alteration of production mode so that the student is saying his/her answers into a tape recorder instead of writing them down, should result in a decrease in the screaming and verify the hypothesis. If, however, this manipulation does not produce a decrease in the target behavior of screaming, then the hypothesis has not been verified and the data must be reexamined (or more data collected) in order to generate another hypothesis about the behavior.

What are the key elements in designing, implementing, monitoring, and evaluating a behavioral plan?

We feel strongly that district personnel will need significant training to understand how curriculum, instruction, expectations, and interpersonal dynamics impact student behavior. Designing and implementing a behavioral plan may require the educator to behave or instruct differently than in the past. The attitude becomes one of recognizing that consistency of responses for an individual student is more important that consistency of responses between students. That is, fair does not mean that all students must give identical responses for similar behaviors; fair means that a student's behavioral plan is individualized for him/her and that plan is consistently followed each time the behavior occurs. Educational personnel will need to recognize that behavior change is a process, not an event, and on-going data collection will allow refinement of behavioral intervention plans. In addition to behavioral intervention plans, teams may want to develop crisis plans for dealing with occurrences of serious misbehavior.

What are the barriers that must be addressed in order to ensure that appropriate behavioral plans are in place?

Training and attitude are inextricably tied to behavioral outcomes. Training will be important to help professionals recognize functions of behavior and how to develop interventions based on function. Training will also help professionals understand how the school environment impacts behavior and will provide options for intervention. Training needs raise additional barriers of time, fiscal resources, and compensation for professionals who seek training outside work hours.

Attitudes represent a substantial barrier to ensuring that appropriate behavioral plans are in place. Personnel may be resistant to the changes inherent in looking at behavior from a functional perspective and providing positive supports that may involve modifications of traditional approaches to teaching. Districts may be tempted to develop a standard functional behavioral assessment instrument for use on all students, an approach that defies the purpose of the process and may impede efforts to address individual student's behavioral needs. Districts may react by pinpointing a few individuals in a district who are assigned the majority of the responsibility for designing positive behavioral support. If this task is relegated to a few individuals, they may become overwhelmed and burn out.

Possibly the greatest attitudinal barrier may be encountered as initial functional behavioral assessments are interpreted in individual districts. Since the purpose of a functional behavioral assessment is to specify the relationship between the environment and behavior, schools may have to address existent deficits that are contributing to inappropriate behavior. For example, if a functional behavioral assessment and subsequent analysis identifies that a student's inappropriate behavior is influenced by overcrowded classrooms or by unskilled teachers, then a district will have to be willing to acknowledge those deplorable conditions and take measures to rectify them. It is much easier to blame students for misbehavior than it is to assume responsibility for improving learning environments. However, functional behavioral assessments will highlight learning environments that contribute to inappropriate behavior and it will be incumbent upon the schools to do something about them.

Conclusion

It is not unusual to hear that student behavior has changed dramatically over the years. Given the evolutionary necessity for adaptation and change, it should come as no surprise that students have changed. The problem is not so much that students have changed but that schools have not changed. The 1997 Amendments legislate change so that schools better address the needs of all students, starting with students with disabilities. The new requirements related to discipline and positive behavioral support will result in favorable outcomes for students with challenging behavior. Schmid and Evans (1998) suggest that an egregious oversight in assessing behavior is a failure to determine the function or purpose(s) that is served by the negative behavior. In order to successfully redirect students with problem behaviors, it is necessary to develop proactive interventions that address the purpose of the behavior, offer alternative behaviors that serve the same function, and offer instruction in prosocial alternatives. However, we believe that in order to realize these positive outcomes, school systems will need to overcome their inertia to strive to meet the letter of the law. The behavioral improvements that will result from intervention plans that are more effective because they are based in a functional perspective of behavior, will inspire school personnel to redouble their efforts at meeting not only the letter of the law but also the intent. The intent of the law is that schools evolve to more adequately support the learning and behavioral needs of all students.

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NEW CHALLENGES AND OPPORTUNITIES FOR SERVING STUDENTS WITH EMOTIONAL/BEHAVIORAL DISORDERS

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In this chapter, we summarize the discussion of forum participants, a group that consisted of professionals from diverse backgrounds including teachers, principals, special education directors, behavior specialists, professionals working in residential centers, and a state department of education representative. The common characteristic of all group members was their commitment to provide quality educational services and opportunities for students with emotional/behavioral disorders (E/BD). The summary is related to specific issues and questions discussed by group members regarding services for students with E/BD.

Translating the Individual Education Program (IEP) into Practice: Ensuring Positive Conduct and Social Skills Outcomes for Students with E/BD

The group's discussion on how to ensure positive outcomes for students with E/BD generated several concurrent themes. These themes included: (a) developing a process of making assessment data useable in the educational process, (b) eliciting parental involvement, and (c) providing training for general educators to enable them to successfully teach students with E/BD.

What constitutes a technically sound instrument for assessment? What steps do we need to take to facilitate the routine use of these instruments?

It is our belief that a valid and reliable functional assessment instrument does not presently exist. Clearly, there is a need for valid instruments and the development of a functional assessment process to provide detailed information about students in order to formulate instructional programs that meet their needs. Many group members expressed concern for having functional assessment instruments that would also help address the "manifestation determination" clause mandated in IDEA. The group agreed that not *one* single instrument provides the necessary information related to the identification and amelioration of E/BD. Consequently, we suggested that a process to (a) identify children, (b) generate IEP/instructional goals, and (c) develop intervention and service delivery is critically needed. Once validated, this functional assessment process would allow practitioners to choose the specific elements that could provide them information to address their identification and instructional concerns and provide insight about the needs of the student.

Are there ways to increase the likelihood that these data will be used to guide instructional-decision-making on behalf of students with E/BD?

We discussed the fact that assessment data has primarily been used for eligibility determinations. Many group members believe that current data are not useful for establishing IEP goals and instructional purposes. However, there was a firm belief that goals need to be written and instructional decisions need to be made from data. The group, however, did not believe that functional assessment could address all these needs, since it is just one technique that can be employed. Data needs to be collected from other assessment tools such as academic achievement and IQ tests. Further, guidelines explaining functional assessment are needed before it can be implemented. The group also expressed that parents should be an integral part of the assessment process.

One group participant explained that her district already is implementing functional assessment, although it has not been labeled as such. An individual behavior plan is written on each student based on data from a functional assessment. A crisis intervention plan is also a part of the behavior programming. Once the plan is implemented, a review occurs on a regular basis to facilitate success. In essence, this district is doing what the new regulations to IDEA require.

What changes in policy and practice are needed in relation to teacher grading and evaluation practice? How do these grading practices get translated in report cards, promotion practices, and graduation?

The group believed that the law distinctly addresses grading practices for students with special needs. The law allows grade adjustments to be made based on the student's ability, with appropriate documentation. If a student in special education is to receive a different type of diploma, this too should be documented. The IEP should provide an explanation of the grade modifications. Again, we agreed that it is imperative to notify parents about the grading and evaluation practices. Parents need to be clear about what is meant by modifications in grading and special diplomas.

Besides having concern over parental perceptions of modified grading practices, the group adamantly believed that general educators need to be informed. We have great concern that many general educators view any student modifications as unfair. The group suggested that general education teachers need more special training in alternative procedures for student evaluation and grading. Another "fairness" issue raised by participants related to grade inflation; an "A" for one student might be very different from an "A" for another student. This led one group member to share an example regarding a student that was placed on a school's Honor Roll. Grading modification were implemented for this student that allowed the student to obtain grades that made him eligible for the Honor Roll. Therefore, his performance was judged differently from his peers. There was discussion about the appropriateness and fairness of this practice. The group was perplexed about how students with disabilities should in general and in the area of E/BD be compensated for outstanding grades in special education classes in a manner that is fair to all students.

Finally, we explored the notion that student grades should be based on criterion-referenced and curriculum-based models. One participant shared that his district used portfolios of student work as benchmarks for achievement levels. Other participants supported this practice, stating that "grades are worthless at the elementary level." The group felt it was more beneficial to address the strengths and weaknesses of the student for evaluation purposes.

What are the barriers that must be addressed in order to ensure positive outcomes for students with E/BD?

As we discussed the barriers to ensuring positive outcomes for students with E/BD, many believed that lack of funding was a great concern. Substantial funding would allow for training of general educators about the needs of students with E/BD and provide for instruction of professionals in functional assessment. Increased financial support would also permit districts to hire a behavioral specialist for each school. Monies could further be allocated to educate administrators and parents of students with E/BD.

Teaming was presented as another obstacle that the group believed needed to be addressed. General educators, special educators, psychologists, and administrators need to collaborate in order to ensure positive outcomes for students with E/BD. Group members suggested that collaborative training should begin at the university level, instructing preservice educators on how to work together as a team. We feel strongly that university special and general education programs need to form an alliance to instill this practice in their preservice teachers.

The group felt that the implementation of functional assessments was an additional barrier that needs to be examined. Attempting to use all data, and relate it to academic and behavioral goals is difficult. Lack of time by teachers to implement the program needs to be considered. The different philosophical orientations held by many general educators about how to deal with students with E/BD also can impede implementation. As we mentioned, additional training as a method to combat implementation issues seems essential.

Translating the IEP into practice: Curriculum and instructional accommodations for students with E/BD

In discussing the topic on ensuring positive curriculum and instructional accommodations for students with E/BD, several themes emerged. First, we concluded that collaboration in the instructional process is essential. As previously discussed, a joint system of general and special educators working and training together was considered highly important. Secondly, administrative leadership and support is necessary for success. Further, job training and self-advocacy skills for students were viewed as important by forum participants.

What are key elements in planning for curriculum accommodations?

The group believed that current curriculum practices with students with E/BD need immediate attention. To begin, the special education curriculum needs to cover basic common skills, as well as address the general education curriculum. Research and experience has shown that students in special education fall behind because they are removed from the general education classroom for remedial help. Often, with "pull-out" programming, they miss important instruction time in their mainstream classroom. Further, separate delivery systems of special and general education adds to the knowledge gap of the student. In collaboration with special educators, general educators need to be involved in planning for the curricular and instructional accommodations of students with E/BD. Furthermore, general and special educators need to maintain a collaborate relationship to ensure that students with E/BD will be successful once mainstreamed. A disconnected curriculum sets students up for failure and makes transitioning into the general education setting more difficult.

What are the key elements related to curriculum integration and accommodation as related to academic and behavioral needs of students with E/BD?

We see collaboration as an essential part of increasing the behavioral and academic skills of students with E/BD. Establishing different school-based teams to meet the diverse learning and behavioral needs of students was seen as important. For example, a cross-functional team might be created with professionals from a variety of disciplines working together in order to develop appropriate outcomes for students with E/BD. Lateral teaming may also facilitate success by having teachers from different grades collaborating to address the needs of each student. Interestingly, the group members emphatically stressed the importance of special educators viewing themselves as team members—not isolated teachers working alone to address the varying needs of their students.

Another strong opinion expressed by participants was the need for clear and unwavering administrative support. Principals should be an integral part of curricular integration and accommodations. Participants indicated that administrative leadership and support at the building level can facilitate collaborative efforts among building-level professionals. An essential component would also be allotting time for collaboration. Again, principals and other school administrators need to set the standard in order for this to happen.

Interestingly, one participant commented that many students would "rather be bad than dumb." The group agreed and felt that general educators need to be trained to understand "why" students behave the way they do (e.g., to escape academic skills they cannot complete). General educators need to learn more about functional assessment and the ABA Model. It was felt that this can be accomplished in preservice education classes that should be required for both general and special educators.

A "system failure" was also of great concern to the group. That is, without appropriate modifications and accommodations, participants have found that students will not be successful. Thus, the student becomes a victim of the system and a failure cycle occurs. To combat this, educators need to recognize if a strategy is not working and try a new one. It was also suggested that educators be cautious of teaching "learned helplessness." They viewed this as a rampant practice in our field. Further, the system tends to identify students as having E/BD and then places them in special classrooms where appropriate behavior is not evident. We felt that it was important to acknowledge that some students may have organic or genetic factors that may inhibit them from ever overcoming significant behaviors. It was agreed that preventive programming is essential for these students, but may not completely remediate only lessen the impact of their behaviors.

What specific aspects of the curriculum need to be modified and in what steps?

The group discussed modifications versus accommodations; some participants viewed these words as synonymous while others saw a difference. The prevailing disparity was whether or not the content level of the material is changed, such as instead of teaching long division, addition is taught. This was recognized as an important distinction because it related to funding and grading issues, as well as the type of diploma a student might earn. The group felt that this issue needed to be clarified.

Modifications need to be implemented to provide a fair opportunity for all children to learn. An educator of students with learning disabilities stated that she tells her class on the first day of school that, "fair does not mean the same for everyone." She felt that "fair means that the individual student's needs are met." The group expressed that this is an important lesson for general educators to learn. Again, this led to discussion about the need to unify special and general education preservice training programs. All teachers need to have knowledge about accommodation and modification strategies.

In addition to training educators, there was agreement that students with E/BD need to learn to advocate for themselves. Students should become more involved in developing IEP goals and take some responsibility for their own self-improvement. One special educator discussed having her students write their own behavioral and academic goals and evaluate them weekly. These goals and modifications should be developed from the student's strengths. Thus, meeting a student's needs should be addressed individually; there should not be a set plan for all students.

We felt that besides obtaining self-advocacy and academic skills, high school students with E/BD need to learn "survival" skills. For those students who are not succeeding academically, they need vocational training in order to be able to support themselves once graduated. The group discussed research about the high unemployment rate of students with E/BD. Additionally, sex education courses are necessary for these students. The group felt that students with E/BD are at a greater risk for teen pregnancy. Because they feel poorly about themselves academically, many students view having a baby as an "accomplishment." Clearly, parenting skills and job training are vital.

What are the curriculum implications when developing transition plans for students with E/BD?

The group discussed research they had read about students with E/BD and employment issues. Several participants reported students with E/BD having the highest unemployment of all the disability categories. Many believed that this is partly a result of the lack of advocates on behalf of these students. Nonetheless, the group adamantly felt that lack of social skills by students with E/BD was the predominant reason for the high unemployment rate. Participants suggested we start transition programming earlier than age 14 (as required by IDEA) and that social skill training related to the job market and work place is essential to the success of these students.

One participant discussed job preferences for students with E/BD, citing research in which these students rated their top three career choices as police officer, truck driver, and rock star. It is clear that job preferences were related to familiarity. We concluded that more appropriate assessments to discover abilities and interests is needed to direct students in making realistic career choices. The group also suggested exposing students to job opportunities within their own community. Providing guest speakers, field trips, and allowing these students to shadow workers would be beneficial. Vocational training should also be an integral part of the curriculum.

What are the barriers that must be addressed in order to ensure appropriate curriculum accommodations?

Various barriers to ensuring appropriate curriculum accommodations were reported such as lack of funding, negative attitudes of teachers, parental support, and the need to better train preservice educators. Administrative leadership and a clear understanding of disabilities with early identification, intervention, and prevention strategies are important. Additional obstacles cited were the need for community involvement and student self-advocacy. The group felt that the current educational system was not prepared to address all these needs and that a multisystem approach is imperative if we are to help students with E/BD succeed.

Translating Discipline Requirements Into Practice

Disciplinary requirements was an immediate concern of group members. The group agreed that there are still many unanswered questions regarding the discipline requirements of the 1997 IDEA and further direction is critical in order to implement best practices in this area.

What are the key changes in the 1997 IDEA in relationship to discipline?

Although the participants were aware that disciplinary changes will occur under the 1997 reauthorization of IDEA, they agreed that they are waiting direction from their respective state departments of education to provide guidance on these changes. We shared concern over several logistical problems that may occur with the discipline changes, including the change of placement for a student after "10 days of suspension" and the ability to make a "manifestation determination" within a short time period. These changes will affect both general and special education services for children with E/BD. In addition, the group expressed concern over the potential increase of litigation from parents and advocates. Group participants believed that clear guidelines need to be developed that outline disciplinary practices that can be implemented in order to prevent litigation while providing appropriate services within the context of key changes in IDEA. One example provided by a participant was her state's law that appears to be in conflict with the federal law. Under the "Teacher

Protection Act" in her state, a teacher can refuse to serve a child that may be violent and/or dangerous. She suggested that this state law may prevent students with E/BD from remaining in the "least restrictive environment" (LRE) and being served at their home school if they demonstrate violent or dangerous behavior. It follows that clarification of legal and logistical issues is critical in order to provide both teachers and administrators adequate information on how to appropriately implement the 1997 IDEA changes.

In what ways do the changes in the 1997 IDEA influence administrative options, and IEP team responsibilities in regard to discipline?

Group participants expressed concern over many school administrators' interpretation and respect for the changes in the 1997 IDEA. One problem is that principals may not honor the legal requirements of IDEA and continue to suspend students past the 10-day period. The group suggested that some school administrators may believe that there is conflict between the concept of "safe schools" and the discipline requirements under the 1997 IDEA. There was a discussion that although the 1997 IDEA disciplinary requirements are not in conflict with the concept of "safe schools," many school administrators may not understand how to implement both of these initiatives. We concluded that efforts must continue to involve school administrators in developing policies to implement discipline requirements in order to develop policy that meets everyone's needs, including the need for safe schools.

We believe that changes in the 1997 IDEA will require the IEP team to expand its role in regard to discipline. Rather than functioning as a referral and placement team, the IEP team will need to function more proactively by incorporating and utilizing functional assessment and disciplinary practices. Functional assessment and disciplinary practices will need to be implemented proactively during the prereferral stage rather than waiting after placement of a student into a special education setting. In addition, the team will need to work closely to prevent unnecessary suspension and expulsion of students with E/BD. One question posed by the group was the difference between an "interim alternative education setting" vs. a "change of placement." It appears that if the IEP team decides on a change of placement, the 45-day rule would not apply. Clarification on this point needs to be provided. In summary, the IEP team will be a critical component for implementing the 1997 IDEA discipline requirements and should be well informed of appropriate guidelines and practices.

What are the implications of the 1997 IDEA in regard to parents' rights and their roles and responsibilities in regard to the IEP and discipline issues?

In respect to parents' rights and roles, the group suggested that the changes in the 1997 IDEA will provide parents with more "power" in the decision-making process. Although participants were respectful of parents' rights, they also discussed the need to educate parents about how to use this power in a positive manner. Participants suggested that many parents are uneducated about the discipline process and their rights. In addition, there is a small group of parents who are adversarial. Professionals need to establish personal relationships with parents and provide instruction and support to facilitate their participation in the IEP process and their children's disciplinary program. One special education director described specific techniques that are used in her district in order to facilitate communication and participation of parents. She suggested that open lines of communication and personal contact were essential components for establishing positive working relationships with parents. This underscores the fact that professionals need education in working with parents to teach them how to be partners in their child's educational program. Several members of the group offered suggestions: (a) meet with parents prior to the IEP meeting to discuss their child's educational program, (b) hold parenting groups and meetings, (c) limit the number of professionals who attend IEP meetings in an attempt to make the meeting more friendly, and (d) take a personal interest in their child, such as implementing a mentoring program. Together, these suggestions may help to facilitate partnerships with parents and establish collaborative rather than adversarial relationships.

What are the barriers that must be addressed in order to ensure appropriate discipline procedures for students with E/BD?

The group identified a number of barriers that we must address to ensure appropriate discipline procedures for students with E/BD. Specifically, we need to address issues such as: (a) implementing functional assessments appropriately according to the law, (b) assisting school administrators in how to deal with crisis situations within the limits of the law, (c) resolving differences between state and federal laws in respect to safe schools, (d) educating school administrators about how to implement IDEA requirements within the boundaries of "safe schools," (e) developing a single-service delivery system that incorporates both general and special education systems to facilitate the appropriate use of disciplinary requirements that address all students' needs, and, (f) working with parents to develop partnerships and assist them in implementing disciplinary practices with their children.

Translating Discipline Requirements Into Practice Through Behavioral Intervention Plans

Members of the group had extensive knowledge about behavioral intervention plans which led to the sharing of ideas among participants. A positive outcome of this discussion was the realization that several teachers are already implementing best practices in this area. This encouraged other group members to expand their knowledge of positive intervention strategies.

How do we determine that a need exists for a behavior intervention plan?

Although many students have behavior problems, they do not necessarily need a formal behavior intervention plan (BIP). Designing and implementing a BIP is a time-consuming process; therefore, BIPs should be used when the students' behavior is so disruptive that it warrants a particular intervention strategy. We feel that BIPs should primarily be implemented by teachers to provide continuity in behavior programming and interventions. Although the group agreed that BIPs should not be developed unless necessary, we also agreed that if the student has behavioral goals on their IEP, a behavioral intervention plan needs to be developed. The behavioral intervention process should begin early on, as a part of effective instruction and the preferral process; thus, helping to ameliorate behaviors from the beginning.

What are the key elements in completing a functional assessment?

The key element to completing a functional assessment is to individualize the process. Functional assessment is different for all students and identifies individual factors influencing students' behaviors. The group suggested that a generic functional assessment process may be developed that begins with indirect assessment and progresses to more direct assessment of students' behaviors. The functional assessment process should begin early—as soon as behavior problems occur, rather than waiting until behaviors escalate and a crisis occurs. The process should be "user-friendly" without placing unnecessary demands on teachers. The group agreed that functional assessment is a team process and should include a variety of "players"—teachers, behavior specialists, parents, and others in contact with the student. Since functional assessment involves the evaluation of the effect of different contextual factors on a student's behavior and the teacher is typically a part of that context, there is a need for professionals other than the teacher to be available to conduct direct assessments. School districts will need to examine the logistical constraints of implementing functional assessment and provide appropriate resources.

How do we develop hypotheses statements and verify the accuracy of these statements?

According to the literature, hypotheses statements and validation of these statements are critical components of functional assessment and behavioral interventions. Through this process, the "failure cycle" that many teachers and students encounter may be decreased because the effectiveness of the intervention is evaluated in relation to the target behavior. However, the group agreed that the development and verification of hypotheses statement is difficult for teachers to pragmatically implement. Triangulating the data and utilizing a team approach may help to make hypotheses testing more realistic in the instructional setting. Finally, the group discussed the need to use a team approach when validating hypotheses statements, regarding tsudent problem behavior.

What are the key elements in designing, implementing, monitoring, and evaluating a behavioral plan?

As before, we would agree that a "team approach" is the key element in designing, implementing, monitoring, and evaluating a behavioral intervention plan. The team should include individuals such as the student, teachers (general and special educators), related service personnel (if appropriate), and the student's parents. The behavioral plan should be developed based on information the team collected through the functional assessment process. This information should be integrated into a behavioral intervention plan and included in the student's IEP. It follows that team members will need instruction and technical assistance on how to proactively implement behavioral interventions for students in the general education setting.

What are the barriers that must be addressed in order to ensure that appropriate behavioral plans are in place?

There are a number of barriers that we must address in order to ensure the implementation of appropriate behavioral plans. The lack of available training and individuals who are qualified to conduct functional assessments and implement behavioral plans poses a major problem. In addition, there are logistical concerns, such as the difficulty of conducting functional assessments when the student has been suspended, the threat of litigation, and the conflicting demands of safe schooling and zero tolerance. In order to address these issues, professionals need to work together as collaborative teams, remembering all the while to keep the students' best interest in mind while making educational decisions.

Summary

Participants consisted of many knowledgeable and skilled professionals who are genuinely concerned about services for students with E/BD. Several concurrent themes occurred throughout the discussion. First, there was agreement of the need to include, collaborate with, and train general education teachers, administrators, and families to use a team approach when serving students with E/BD. Second, specific functional assessment and behavioral intervention plan guidelines are needed in order to provide assistance to school districts for implementing these practices within the legal limits. In addition, school districts must provide the necessary supports to assist team members in implementing these practices. These guidelines may prevent unnecessary litigation and increase communication among team members. In addition, there are a number of curriculum issues that need to be addressed including educating students with E/BD in general education settings in a fair and appropriate manner and facilitating vocational skills through effective transition planning. In conclusion, members of the group suggested that many challenges exist in the education of students with E/BD; however, these challenges can be proactively addressed in order to ensure positive outcomes for these students if professionals, students, and parents advocate for them.

IT'S DEJA VU ALL OVER AGAIN

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A diverse group of professionals that included hearing officers, lawyers, staffing and program specialists, and union representatives met during the Council for Children's with Behavioral Disorders' (CCBD) Forum on 1997 Individuals with Disabilities Education Act (IDEA). Significant changes in the new federal mandates on the IEP, curriculum, discipline, and behavioral interventions to ensure positive outcomes for students with E/BD were explored in dialogue groups. These changes serve as the framework for the discussion that follows.

Translating the IEP into Practice: Ensuring Positive Conduct and Social Skills Outcomes for Students with E/BD

When asked "What are the initial reactions to the new federal mandates?" participants replied that there was a great deal of apprehension, confusion, misunderstanding, and lack of clarity about the new changes. Anger is being felt from both general and special educators because it was thought that the new changes would address the current problems, but instead it has made them worse. "The information is too late for annual reviews." The discussants were in agreement that several issues must be addressed in order to ensure positive outcomes for students with E/BD.

1. *Knowledge.* Demystify the unknown and educate all appropriately (parents, general and special education teachers, counselors, administrators, and agencies).
2. *Recruitment.* Secure certified special education teachers for E/BD classrooms. Employ those teachers who know how to plan, how to teach, what to teach, and what is expected in their roles as special educators.
3. *Preparation.* Continue categorical versus noncategorical teacher education preparation programs for emotional/behavioral disorders. Foster collaboration between university programs and school districts to determine what skills are needed by teachers of students with E/BD.
4. *Curriculum.* Implement best practices that are research-based and have been proven to work with the E/BD population. Use validated teaching behaviors and strategies.
5. *Instruction.* Utilize co-teaching models rather than traditional approaches for instructional delivery in general education settings. Address questions like—should content instruction be expected of special education teachers or validated learning strategies? Implement fully community-based instruction for students with E/BD.
6. *Collaboration.* Increase interagency communication and participation between general and special education teachers with agencies. Welcome parents as partners in the educational process.
7. *Facilities.* Examine the location of programs for students with E/BD (portables and alternative schools) and ensure that separate facilities are equal.
8. *Staff Development.* Provide monetary support for on-going training for all key stakeholders. Include a monitoring and mentoring support system to ensure positive outcomes for students with E/BD.

It is imperative that collaborative partnerships between and among general and special educators, parents, ancillary personnel, administrators, and community agencies be nurtured to aid in the development of successful outcomes for students with E/BD. The individual education program (IEP) should be the driving force and we need to be held accountable for its implementation. It should be viewed both as a compliance document and an instructional management tool. Participants offered ways to increase the likelihood of operationalizing the IEP into practice through the use of (a) functional assessment, (b) instructional decision-making, and (c) policy and practice changes in regards to grading and evaluation procedures.

What constitutes a technically sound instrument for assessment? What steps do we need to take to facilitate the routine use of these instruments?

We discussed a number of critical elements that are relevant to student assessment. Previous assessment of students with E/BD focused primarily on behavior. Now, we must assess the context of student behavior; a move toward functional and environmental assessment is the desired outcome. Furthermore, functional assessment must be a team effort. Given the limited knowledge of education personnel, we feel strongly that staff development in how to conduct a functional assessment and the use of valid and reliable instruments is warranted.

Participants were in agreement that instruments that are reliable and valid should be used in conducting functional assessment. However, some instruments currently available are suspect with regard to their technical soundness. Group members stated that teachers in their locales typically had been trained in behavior analysis, behavioral skills, and curriculum-based assessment. A substantial amount of time will be required, in order to do an appropriate functional assessment. Group members reported that school districts do not have the time to conduct training in functional assessment or analysis. All too frequently, after the data have been collected on the student, staff fail to utilize the results in meaningful ways. This failure will need to be addressed if functional assessments are to produce quality intervention plans.

Are there ways to increase the likelihood that these data will be used to guide instructional decision-making on behalf of students with E/BD?

Participants expressed much concern about the issue of instructional decision making. Funds are needed to conduct and implement a comprehensive staff development plan. Teachers have a full-work day and staff development activities after school and on weekends serve to increase teacher burnout rates. Accordingly, participants are looking for guidance from their state and local education agencies, but have found that they do not have answers either. In addition, there is a critical need for teacher preparation programs to change their focus and address the issue of functional assessment and data-based decisions. The data gleaned through the functional assessment and analysis process should be used to guide instructional decision-making on behalf of students with E/BD. The information must be written in the IEP in observable and measurable terms. One participant reported his state conducted IEP training with 300 special education teachers. Trainees spent 2 hours each on compliance, behavior, and curriculum. In addition, they provided individual consultative support to the teachers. All teachers were given a stipend and credit for participating in the quality IEP training sessions. Next, this state will focus on providing training to general educators. This was made possible through support from the superintendent and school district administrators.

Although the IEP determines placement, many special education classrooms are overcrowded. Some states have established caps on class size based on students' needs. Other states have suggested caps, but have not as yet mandated a change. Environments other than special education classes for students with E/BD are needed. Special education classrooms do not provide appropriate student role models. A continuum of services should be provided and definitive steps need to be taken to help students with E/BD be more successful in inclusive and less restrictive environments or setting.

What changes in policy and practice are needed in relationship to teacher grading and evaluation practices? How do these practices get translated into report cards, promotion practices, and graduation?

We were in agreement that educational leadership is the key to translating policy into practice as it relates to grading, evaluation procedures, report cards, promotion, and graduation. Furthermore, it is important that we communicate the goals and objectives on the IEP to all key stakeholders. We need to examine methods of assessment, determine how the student is performing and base grades on the individual's ability level. The use of portfolios have reportedly been successful in helping to translate student progress into a report card and as a way to share student progress with parents.

The IEP team is an effective mechanism to affect policy and change. In one state, the IEP team develops and modifies the graduation requirements. They set the standards. However, in other states, if the student does not pass the high school competency test, he/she is not eligible for a regular diploma. Unfortunately, many students with E/BD are unable to pass the competency test. Some states offer a special diploma whereby students work in a business that meets set criteria and obtains credits. The employers give grades and the special diploma option gives students an alternative to dropping out of school regardless of grading/evaluation practices. Parental involvement in the education of their child helps to ensure that the needs emotional and academic needs of the child are met. Implementation and instructional decisions and the IEP will occur if monitoring, support, and time are provided to teachers.

Translating the IEP into Practice: Curriculum and Instructional Accommodations for Students with E/BD

The content of the curriculum used in special education has long been a weakness as reflected by the student's IEP. Often, there is little or no connection between the student's IEP and school district goals, outcomes, and standards. This has resulted in fragmented programs for students with E/BD. "Only when participation in the general curriculum with supplementary support and services can be demonstrated as not benefiting the student should removal to an alternative curriculum be considered" (Yell & Shriner, 1997, p. 7). This means that there must be greater consideration given to the general education curriculum.

Placement determines the type of setting in which the student will be involved (e.g., general, special, or support). Participants reported that the elementary and middle school environments often are the more supportive of change and more conducive to students with E/BD than secondary school programs. Studies have documented that secondary teachers are less likely to make curricula or instructional modifications. The secondary setting continues to present different challenges (e.g., course requirements, competency tests, turfdom, content specialists). Several practitioners argued that it becomes a balancing act between the needs of the student and providing a meaningful education.

What are key elements in planning for curricular accommodations?

Several suggestions were made to assist school personnel in planning for curricular accommodations.

- Develop time for teacher collaboration within and across disciplines.
- Provide ongoing staff development for general and special education teachers on block scheduling options.
- Examine the setting demands of the general classrooms receiving the student with E/BD (style of teacher, rules and expectations, academic rigor, and the number of students with disabilites already in the class).
- Prepare both the general education teacher and students who are receiving the incoming student with E/BD.
- Prepare the student for his/her new class environment.
- Develop an ongoing monitoring and support system for the student with E/BD in general education settings.

What are key elements related to curriculum integration and accommodation as related to academic and behavioral needs of students with E/BD?

After extensive discussion, the group delineated several suggestions regarding curriculum integration and accommodation that address the academic and behavioral needs of students with E/BD.

- Increase expectations for the educational outcomes of students.
- Use effective instructional strategies.
- Provide support systems for students in general and special education settings.
- Develop a comprehensive and inclusive (general and special educators) staff development program.
- Provide mentors for both general and special education teachers serving students with E/BD.
- Encourage the use of co-teaching as a service delivery model.

What specific aspects of the curriculum need to be modified and in what steps?

After examining curriculum content, presentation modes, and student response options, the group agreed on several suggestions:

- Be aware of students' learning styles.
- Allow taping of class lectures.
- Use validated teaching practices proven to work over a long-term basis.
- Train special educators to be strategists not content experts.

What are the curriculum implications when developing transition plans for students with E/BD?

According to IDEA, transition services must be included in the IEP when students with E/BD reach the age of 14. But, in general, transition is a broader concept. It includes transition, from each level of education (pre-K to elementary, school to work, and levels of restricted environments). Community-based instruction is important for the E/BD population. Some school districts provide training in this area for teachers, but still find that they do not use the resources available. The attitudes of people who work with students with E/BD is an issue. The business community does not want to take the risk of providing internships, job shadowing, and mentors because of the time it takes to work with these students and liability concerns. Vocational rehabilitation counselors are 'gungho' about providing services for everyone, but kids with challenging behaviors. This group is labor intensive—many resources are needed to help students with E/BD. Unfortunately, there is often a lack of agency cooperation. For these reasons, we need to begin planning early as to how to help students with E/BD transition from more to less restrictive environments.

- Focus more on school-to-work programs.
- Utilize a functional curriculum.
- Integrate functional academics and transition skill training.
- Teach students to self-monitor their behaviors and to become independent.
- Collaborate with the business community.
- Develop vocational programs earlier (elementary and middle school).

What are the barriers that must be addressed in order to ensure appropriate curriculum accommodation?

Numerous barriers remain that must be addressed to ensure appropriate curriculum accommodations for students with E/BD. They include:

- Class sizes are too large and can be enriched through the use of well trained professionals, volunteers, and peer tutors.
- School size in which the organizational unit/pod has too many students.
- Attitudes by all toward students with E/BD.
- High school credits required to graduate.
- High school diploma versus a certificate of attendance or special option diploma.
- All settings elementary, middle, and secondary need to know what is required academically at each level.
- Lack of preparation of general educators to work with students with E/BD.
- Lack of school attendance.
- Communication between school districts, teachers, and universities needs to be three-way in the dissemination of information (researchers and practitioners).

Translating Discipline Into Practice

An increase of violent incidents, student conflicts, verbal abuse of teachers, drug usage and weapon possession at schools has been reported in urban, suburban, and rural settings. The federal government has made efforts via additional amendments to IDEA to ensure that schools are safe and conducive to learning for all students — those with and without disabilities.

What are the key elements in the 1997 IDEA in relationship to discipline?

Several key elements in the 1997 IDEA that pertain to discipline were highlighted. These included:

1. All students are provided a free appropriate education.
2. A functional behavioral assessment must be conducted and positive behavioral interventions developed.
3. Accountability is required in record keeping on behaviors monitored and consequences implemented.
4. Specified time limits for suspensions and alternative action plans are delineated.
5. The manifestation determination has been implemented due to case law.
6. Emphasis is on mediation rather than litigation.
7. Parents are required to be involved in the manifest determination and to serve as active' members of the IEP team.
8. Increased involvement and collaboration with general educators is required.
9. Behavioral interventions should be done across labels and classification.
10. Focus is on the students' strengths.

In what ways do the changes in the 1997 IDEA influence administrative options and IEP team responsibilities in regard to discipline?

Many of the elements of the 1997 IDEA will influence administrative options and IEP team responsibilities. Participants shared their perspectives on the impact being felt among school districts and states.

Administrative Options. School officials may place a student with E/BD unilaterally in an appropriate interim alternative educational setting (IAES) for up to 45 days if the student brings a weapon to school or a school function. The 45-day unilateral placement has brought relief and it provides people with enough time to make some decisions. However, some high school administrators are frustrated because they do not have the same authority with students who are not safe. A hearing must be conducted when a student with E/BD presents a risk to the safety of others. This has not been received well nor has the concept "beyond a preponderance of evidence." Some administrators feel this addition was a mistake and they can no longer exercise their judgement. Confusion in regard to the 10-day suspension rule was also voiced. There have been different interpretations. Many districts have extended time-outs in the principal's office. Will these count for the 10 days? Others are being told that in-house suspensions count towards the 10 days.

IEP teams. The IEP team makes the manifestation determination without the pressure from administrators. Participants were in agreement that this is important when "due process" is involved because it removes the subjective factor and persons no longer make decisions that they really did not want to make in the first place. The IEP team has the authority and influence. The inclusion of the general education teacher as a member of the IEP team was viewed positively by several discussants. Some reported that their states have been doing this for a number of years while other states are to starting to include the general educator so they can become accustomed to the new role and additional responsibilities. As one practitioner put it, "The 504 students went to court in our district and damages were levied against the teacher. This suit really spoke to the general educators and helped them to better understand the law." The local education agency representative found to be most knowledgeable about the general curriculum and requirements was the guidance counselor.

What are the implications of the 1997 IDEA in regard to parents' rights and their roles and responsibilities in regard to the IEP and discipline issues?

Since P.L. 94-142 was legislated in 1975, parents have been given the right to participate in educational decisions about their exceptional child. Whether or not we have consciously and consistently afforded them the opportunity to participate in the educational process is the issue. These are not new rights, they have always been there. Some states have been reaching out to parents in different ways. They bring in local groups of parents who have children and youth with disabilities in early intervention programs to high school to inform them of their rights. Others go directly to the neighborhood or communities and some choose to inform parents or guardians one-on-one. Still, parents feel intimidated by the system. It is hoped that parents will feel more compelled to participate on the IEP team if the manifestation will effect the child's placement. Reportedly, states have been slow in creating the new *Parent's Rights Handbooks.* The 1997 IDEA, reinforces that we are obligated to tell parents that they have the right to follow due process. If we do not let parents know this up front, we are in violation of the law.

Parents are required participants on the IEP team. They will participate in eligibility and placement decisions, writing the IEP and behavioral intervention plans, the manifestation determination and functional assessment and analysis. Because of the renewed emphasis on parental participation, staff development with parents, general and special education teachers, and administrators is warranted.

What are the barriers that must be addressed in order to ensure appropriate discipline procedures for students with E/BD?

We felt that several barriers must be addressed in order to ensure appropriate discipline procedures for students with E/BD.

1. *Attitudes.* Students with E/BD typically are not viewed in as positive a light as other exceptionalities (e.g., learning disabilities). They are often misunderstood by teachers, administrators, and the community at large.
2. *Support.* Human resources are needed in both general and special education programs. If trained properly, paraprofessionals, volunteers, and mentors can enhance programs for teachers and the student.
3. *Training.* Inservice training must be ongoing and inclusive of parents and general educators.
4. *Time.* A transition period is needed by school systems to meet the challenges of the new changes.
5. *Information.* The dissemination of how to work (best practices) with students with E/BD needs to be translated into understandable terms for teachers and administrators.
6. *Prevention.* Focus on prevention rather than retention. Develop behavioral intervention plans for at-risk students.
7. *Labels.* Avoid labeling children as developmentally delayed because so many will be overidentified.
8. *Placement.* Choose the placement that best meets the students' needs. Placing individuals with behavioral problems with visually and hearing impaired students is not the best placement.
9. *Interventions.* Stay the course, interventions may not be successful in 2 weeks.
10. *Collaboration.* Collaboration is needed among other personnel (social workers, occupational therapists) and service provider agencies.

Translating Discipline Into Practice Through Behavioral Intervention Plans

According to Yell and Shriner (1997):

> To deal with behavior problems proactively the 1997 amendments require that if a student with disabilities has behavioral prob-

> lems (regardless of the student's disability category), the IEP team shall consider strategies, and suports, to address these problems. In these situations, a proactive behavior intervention plan, based on functional behavioral assessment, should be included in the student's IEP. (p. 12)

What are the key elements in designing, implementing, monitoring, and evaluating a behavioral plan?

Key elements cited by participants in designing, implementing, monitoring, and evaluating a behavior plan were:

- Specify the behavior(s) in clear, concise terms.
- Include appropriate persons (parents, general and special education teachers) in the development of the behavior plan.
- Choose individuals to help write the behavior plan who are knowledgeable about behavioral interventions, strategies, curriculum and instruction.
- Write the behavior plan in positive terms and incorporate a method of periodic review.
- Consider the least restrictive environment when developing behavior plans. Select student needs and determine the place where they can best be met.
- Develop a system of support for all personnel who work with students with E/BD.
- Provide training and stipends for summer collaborative efforts between general and special educators.

What are the barriers that must be addressed in order to ensure that appropriate behavioral plans are in place?

To ensure that appropriate behavior plans are in place, we must address barriers previously cited by the discussants (i.e., attitudes, money, support, time, and training) in addition to:

- Develop behavior intervention plans that are transferable from one school district to another.
- Provide training to increase parental involvement.
- Inform all key stakeholders of the 1997 IDEA Amendment changes. People are afraid of change because it attacks their sense of security.
- Include paraprofessionals and other ancilliary personnel in the comprehensive staff development plan. These individuals are an invaluable resource.

Summary

Our group discussion focused on major issues surrounding the translation of the 1997 IDEA Amendments into practice. Participants agreed that a lack of dissemination and clarity about the new changes has created fear of the unknown. Visions of increased paperwork, attendance at multiple meetings. and the challenges of working with general educators and parents produce nightmares for some school districts and administrators. This is like deja vu all over again. That is, educators became emotionally charged when P.L. 94-142 was implemented and, more recently, the emergence of the inclusion movement. We must move on! We must advocate for the rights of all students especially those E/BD. The new amendments provide a method for handling issues on due process, expulsion, suspension, functional assessment, and behavioral interventions rather than allowing each state or school district to set it's own standards for discipline and order.

Let's not remain in a ball of confusion. School is often considered home for our students, so let's create meaningful partnerships to ensure positive outcomes.

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PROVIDING POSITIVE BEHAVIORAL SUPPORTS FOR STUDENTS WITH EMOTIONAL/BEHAVIORAL DISORDERS

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"Chaos is a name for any order that produces confusion in our minds." This 1951 quote by the philosopher and poet George Santayana expresses the sentiment of many of the participants who met as part of a forum sponsored by the Council for Children with Behavioral Disorders (CCBD). Participating educators and school administrators expressed uncertainity about the intent versus the letter of the updated special education law and precisely how they are expected to meet some of its discipline and due process requirements, since proposed regulations offer little explanation or guidance. (Hopefully, this will change when the new regulations are issued later in 1998.)

Translating the IEP into Practice: Ensuring Positive Conduct and Social Skills Outcomes for Students with E/BD

In the initial small group meeting, the focus was on implementation issues related to the discipline and due process requirements included in the law to provide more positive behavioral supports for students with disabilities.

What constitutes a technically sound instrument for assessment? What steps do we need to take to facilitate the routine use of these instruments?

When measuring the soundness of assessment instruments, the importance of the fundamental psychometric concepts of reliability and validity were acknowledged. Of most importance to practitioners are validity issues:

- What information will result from the assessment that will aid in decision-making and program planning?
- Will the assessment provide useful information on how a student is performing?
- When and what instructional changes must be made to enhance student performance?
- How can progress be monitored most effectively and efficiently?

Other questions related to issues of feasibility:

- How much time will it require to administer assessments?
- Who is going to administer them? Practical issues related to valid assessment (outcomes/progress monitoring) and resource availability were regarded as the most important indicators of an instrument's quality.

Are there ways to increase the likelihood that these data will be used to guide instructional decision-making on behalf of students with E/BD?

In response to this question, the group started by identifying behavior rating scales and checklists typically used when assessing the social and emotional problems of students. These measures are widely used because they require less time and training and yet provide information that is useful for general screening and early intervention. However, such instruments were not considered to be particularly useful in identifying specific target behaviors or for developing individual intervention plans.

Instead, functional behavioral assessment was perceived by the group to yield more pertinent information that can serve as a basis for interventions and progress monitoring. Besides, the process incorporates many of the assessment procedures with which teachers and psychologists are already familiar. Despite the acknowledgment that functional assessment practices lead to more effective and individualized interventions, participants felt that much more training and additional resources are needed in order for functional behavioral assessments to become part of accepted methodology in school districts. While teachers are familiar with the preassessment process of environmental assessment, definition of target behaviors, and development of specific interventions to address the "problem," they are less familiar with the hypothesis-testing component of functional assessment. Participants noted that this process is time-consuming and, because teachers cannot allot the time needed to conduct such assessments, assistance from a behavior specialist will be required to improve the likelihood of such assessments being conducted. In addition, the development of standardized and simple protocol and documentation forms is essential if teachers are to move through the steps of a quality functional behavioral assessment process in a timely manner.

What changes in policy and practice are needed in relationship to teacher grading and evaluation practices? How do these practices get translated into report cards, promotion practices, and graduation?

Teacher grading is typically used as an indication of a student's academic status and school performance. Schools are often faced with the problem of determining how the work of students with E/BD should be graded and whether they should be held to the same standards as other students. The National Longitudinal Transition Study (NLTS) (1991) reported that in 1986-87, more than 90% of students with E/BD in secondary schools received grades, and that 61% of them attended schools that used the same grading standards for both E/BD and general education students. However, for work done in special classes, different grading standards were more likely to be used 75% of the time.

According to several recent national surveys, students with E/BD earn lower grades and more failing grades in general education classes and are retained far more often than their disabled or nondisabled peers (Koyanagi & Gaines, 1993; Marder, 1992). Students who receive lower grades, failing grades, and who are retained more often have also been found to be suspended at a much higher rate than other students (Diem, 1988). As several participants pointed out, the culmination of this pattern of school failure is that many youth with E/BD drop out.

All participants felt that the impact of grading and evaluation practices is most evident at the secondary level where students are included in general education classrooms. Not surprisingly, school districts are wrestling with the dilemma of how to meet both the IDEA least restrictive mandate and the general education demand for mastery of more rigorous basic skills and/or graduation standards. Participants recognized that the individualized education program (IEP) is an excellent means of delineating what specially designed instruction or classroom accommodations are necessary for the student to achieve specific basic skills or graduation standards. Even so, the group reported that many general education teachers have been reluctant to employ different criteria for students with E/BD, regardless of what the IEP specifies. They expressed much frustration with the failure of many general education teachers to allow modification of tests, quizzes, or assignments that are used in determining final grades because of their belief that this would constitute a dual system of grading that is unfair to nonidentified students. Participants reported that such refusal has created many of the barriers to graduation for students with E/BD.

The issue of graduation presents the thorniest dilemma: Should students who receive modified instruction/testing receive the same diploma as other students whose instructional program is not modified? Further, participants expressed mixed feelings about the movement in many states toward attendance certificates if students participate in a modified instructional program, pointing out that many students with E/BD are reluctant even to pursue a G.E.D. because they see it as meaningless compared to a traditional diploma.

Because a general education teacher must now be involved throughout the development of the IEP if a student is, or may be, in the general education environment, participants were hopeful that there will be more integration of the IEP process (which specifies student needs) and the general education push for standards. In this connection, the group felt that school districts must develop policies and procedures by which participation of *all* students—not just students with E/BD—will be ensured through provision of appropriate accommodations in testing, grading, promotion, and graduation. Further, student expectations should be detailed clearly in writing for all students at all grade levels. Because accommodations do not change the criterion or achievement level attempted, the provision of such accommodations does not alter the validity or reliability of the basic skill or standard being assessed. Having such policies in place for all students would eliminate the "dual system" concern.

What are the barriers that must be addressed in order to ensure positive outcomes for students with E/BD?

As is often the case, the discussion of "barriers" tended to focus on the need for resources (e.g., time and money). Specifically, it was felt that two major accommodations must be provided: reduced class sizes and more focus on mental health needs (e.g., counseling, "crisis" rooms, schedule flexibility). Such accommodations would enable all students, including students with E/BD, to benefit more from instruction in general education settings. In order to accomplish this, more collaboration and planning time must be made available for general and special educators and mental health providers to collaborate. By addressing both these educational and noneducational services, it was felt that student needs would more likely be met, thereby resulting in significantly improved outcomes for students with E/BD.

Another barrier was found in the area of vocational planning. In spite of the NLTS (1991) data showing improved outcomes for students when early vocational opportunities are provided, many districts are not providing such services prior to or at the beginning of ninth grade. When such services are provided, participants felt that school schedules sometimes prevent vocational planning from being integrated effectively within the student's academic program. In addition, policies that support processes and procedures by which students can meet basic skills or graduation requirements in alternative learning environments, activities outside the school, previous learning, and work experiences must be clearly articulated.

Translating the IEP into Practice: Ensuring Positive Curriculum and Instructional Outcomes for Students with E/BD

Curriculum and instructional outcomes were carefully examined by the group. Several suggestions emerged related to significant questions.

What are key elements in planning for curricular accommodations?

The best curriculum in the world is worthless without a delivery system that enables students to master its goals and objectives. Of particular relevance for students with special needs, accommodations and modifications are changes in the curriculum that enable students to master goals and objectives. It is important to distinguish between the two. *Accommodations* are changes that do not alter the integrity of the curriculum's goals and objectives, while *modifications* are adjustments that result in a change in the level of difficulty. In planning for students, accommodations must allow the curriculum to be flexible and accessible.

Overall, participants felt that three questions were important in planning for curricular accommodations:

1. What essential goals and objectives must all students meet?
2. How will these goals and objectives differ for students with special needs?
3. Under what conditions will students with special needs best master specified goals and objectives?

What are key elements related to curriculum integration and accommodation as related to academic and behavioral needs of students with E/BD?

We felt that the most significant curricular consideration for students with E/BD is for students to view the content of the curriculum as relevant and meaningful. The implications of this are that teachers must rethink both the content and the way in which it is delivered. Students must be able to see a connection between what is being taught and their knowledge and "real-world" experiences.

Logically, if the curriculum is to be meaningful and relevant for students, they must be involved in the decision making. Many teachers view this approach as incompatible with the requirement that they address specified goals and objectives of the district/state curriculum or even the IEP. However, even though goals and objectives may not be negotiable, activities for achieving these goals and objectives are negotiable. And, when students are involved in developing their own learning experiences, they are less likely to engage in inappropriate or disruptive behaviors.

In addition to including students in decision making when designing curricular accommodations for students with E/BD, a planning team must be in place to discuss the type of curriculum, the manner in which it is to be delivered, the role of general education and support services, and the method of documenting student performance. This would further require scheduling flexibility so that team members can meet at least weekly, and training to ensure that team members have the knowledge and skills needed to adapt the curriculum. Further, our group felt that incentives should be provided if general education members are to participate fully (e.g., "flex time" or special recognition).

What specific aspects of the curriculum need to be modified and in what steps?

Accommodations must be based on identification of student goals and objectives. Once these are clearly articulated, strategies for adapting the instructional setting can be considered. There are three general areas which need consideration: classroom structure, instructional delivery, and student responses.

1. Students with E/BD require as much structure as possible to cope with academic and school pressures, and, therefore, function best in a setting that is "predictable." At the same time, interesting and novel learning experiences must be introduced if student attention is to be maintained. To this end, independent and group work areas must be designated (with a classroom layout conducive to student movement), rules and expectations must be outlined (with times set aside to teach routines), and organizational skills must be taught. Another important factor is to establish entry activities that either settle students down at the beginning of a lesson and/or motivate them to become involved in the lesson right away. Activities should also be planned to avoid "down" time; such activities could be student-generated and able to be performed at an independent level.
2. Delivery of instruction was the topic of the most discussion with regard to instructional adaptations. Cooperative learning and peer tutoring were offered as two approaches recognized as effective by most teachers, but not always used. However, the consensus was that systematic variation of the mode of instruction (e.g., teacher-directed, independent, small or cooperative groups, demonstration, lecture) was the best strategy to increase student academic engagement. Specific adaptations should address students' performance strengths and needs and be presented at the students' instructional level. Many techniques were recommended for enhancing student understanding of material, such as highlighted directions, unit/vocabulary tables, advance organizers, skeletal outlines, word banks, frequent repetition, visual and auditory signals, and audiotaped materials.
3. Whatever the mode of instruction, the group felt that the less teachers talked and the more hands-on tasks were provided, the more likely students would be to engage in the learning activity. Students should be allowed more practice time using manipulative, hands-on materials following short chunks of teacher presentation. This would also allow for a break or a reinforcing activity after work periods and opportunities to vary the instructional delivery mode. As mentioned, it was recommended that teachers use visual aids and cues extensively during presentation of material and on student worksheets. The assignment notebook was discussed as an important strategy that teaches organizational and self-monitoring skills. Many schools have adopted this as a schoolwide strategy, beginning at the intermediate grades. Students are responsible for recording assignments presented orally and visually by the teacher and opportunities are provided for students to check each others' notebooks (e.g., as a part of an entry activity).

What are the curriculum implications when developing transition plans for students with E/BD?

When developing transition plans, consideration should be given to the educational outcomes and type of degree that will be awarded to the student. The type of diploma to be received should dictate the type of program delivered to the student. This is reminiscent of the "criterion of ultimate functioning," which is used to develop appropriate educational services for students with severe disabilities.

In other words, based on an ecological inventory that assesses the potential post-school living, employment, and education/training environments, the academic and social skills must be taught that are necessary for the student to function successfully in those environments. Therefore, the curriculum must be reformed to include daily living skills and social skills in addition to specific academic and technological skills. This is actually happening in some states. Serious efforts are needed to increase enrollment of students with E/BD in both secondary- and postsecondary-level vocational education and training programs that provide occupationally specific vocational instruction. Specific, hands-on instruction in how to find and keep a job is also critical. The group noted that all these issues have implications for the academic core curriculum content: what can be excluded to make room for this "life skills" content?

What are the barriers that must be addressed in order to ensure appropriate curriculum accommodations?

According to the group, one of the major barriers to appropriate curriculum accommodations is reluctance or resistance from general education teachers. To solve this problem, the leadership of the building must be involved. Teachers must know that if they do not implement accommodations as specified in the IEP or Section 504 Accommodation Plan; and if the case should go to hearing, they will lose and be held responsible for corrective actions. If the teacher fails to implement the IEP, the teacher can be held personally accountable and wages can be garnished.

The case of a student athlete with learning disabilities was presented as a best-case example. The student's IEP specified that he be allowed extra time when taking tests and that he be allowed to use a "blocking device" while reading course material. One of his general education teachers refused. The student failed the course, which resulted in the loss of a Division I football scholarship and ineligibility to play during his college freshman year. The courts held the general education teacher liable and assessed a financial penalty of six figures. The administrators, who were also identified in the lawsuit, were not held liable because they were on record as having directed the teacher to implement the specified accommodations.

To ensure full participation from general education, group members felt that all teachers must have both team and individual preparation time in order to be able to plan properly for students with E/BD and to receive the support they themselves need. One member in our group described a model program in which teams of four teachers were created (including one special education teacher) to serve every 100 students in the school. In this model, special education students and teachers were not "identified." In addition, all teachers were allowed one team preparation period and one individual preparation period. This approach has proven to be highly effective in accommodating the needs of all students in this middle school. Given the financial picture of most school districts, our group felt that it would be highly unlikely that such an ideal model would be adopted as common practice.

Translating Discipline Requirements Into Practice

Discipline is one of the major issues being faced by schools today. It is for that reason that making accommodations for students with E/BD is often so difficult. IDEA 1997 should help clarify and strengthen the school's ability to deal with discipline effectively.

What are the key changes in IDEA 1997 in relationship to discipline?

The new discipline provisions that were added in IDEA 1997 Amendments addressed behavioral assessments/plans, suspensions, interim alternative educational settings, the stay-put provision, dangerous students, manifestation determination, protections for students not identified for special education, and transmission of records to law enforcement. Each of these will be briefly discussed below.

1. *Behavioral assessments/plans.* One of the most significant changes in the law is the requirement that behavioral interventions based on functional behavioral assessments be included in the IEP for special education students with "behavior problems" in an attempt to deal with behavior problems in a more positive and proactive manner. Much confusion surrounds this topic.
2. *Suspensions.* Schools may now unilaterally suspend special education students for a period up to 10 days. Participants understood clearly that if a school district has not conducted a functional behavioral assessment and implemented a behavioral intervention plan before suspending a student with disability for more than 10 days within a school year, they are required to convene a meeting of the student's IEP team to develop such plans. If such plans are already in existence, the team must meet to review and modify the plan, if necessary. As specified in previous legislation, schools may not suspend for more than 10 days if weapons or drugs are not involved without invoking IDEA protections. Most participants understood that in IDEA 1997, the 11th day is the "drop dead" day for providing services, but others interpreted the law to mean that services must be provided from the first day of a suspension. Hopefully, these issues will be clarified when the final regulations are issued later in 1998. It is almost certain that many of the issues will be clarified in the courts.
3. *Interim Alternative Educational Setting (IAES).* Schools may now unilaterally place students with disabilities in alternative placements for up to 45 days if they are knowingly involved in illegal drugs or carry a weapon to school or to a school function. The IAES setting must be determined by the IEP team, and in this setting the student must be able to (a) continue to participate in the general education curriculum, (b) receive the services and modifications listed in the IEP, and (c) address the behavior problems that resulted in the alternative placement. Participants concurred that homebound placement was not a likely option, as it would be difficult to meet these three criteria.
4. *Stay-put provision.* The stay-put provision remains the same as in previous legislation except for students who are unilaterally removed to an IAES for weapons or illegal drugs. A student will remain in an IAES pending a decision in any due process hearing requested by a parent or until expiration of the time period of the IAES, whichever comes first. In this case, the current placement is the IAES. If the district wishes to change the placement after the time period has expired and the parent challenges the proposed placement, the student shall remain in the placement prior to the IAES during the due process proceedings.
5. *Dangerous students.* Given substantial evidence, a district may obtain an expedited hearing (i.e., one that results in a decision in 10 days or less) and an order from a hearing officer to change the students'

placement to an IAES for no more than 45 days when a student is a danger to self or others.

6. *Manifestation determination.* The IEP team must review whether the student's inappropriate behavior was a manifestation of the disability, along with the functional behavioral assessment requirement and a review of the technical soundness of the behavior management plan. If it is determined that the student's behavior is a manifestation of the disability, the district must take immediate steps to remedy any deficiencies. If the behavior is not determined to be a manifestation of the disability, the student may be disciplined in the same manner as a student without a disability, but educational services may not be terminated.
7. *Protections for students without disabilities.* In IDEA 1997, students who have engaged in problem behavior that results in disciplinary sanctions may be entitled to protection under the law if there is prior knowledge that the student had a disability. This would be the case if parents had expressed concern in writing, if the behavior or performance of the student indicates the need for services, if an evaluation had been requested by parents or teachers, or if parents or teachers expressed concern about the student's behavior or performance to school personnel.
8. *Transmission of records.* When a student commits a crime that is reported to law enforcement or juvenile authorities, the school district must provide copies of the special education and disciplinary records of the student.

In what ways do the changes in IDEA 1997 influence administrative options and IEP team responsibilities in regard to discipline?

Discipline policies require that administrators and special educators assume more proactive roles in enacting positive discipline policies for students with disabilities. The new provisions also apply to a much larger group of students with disabilities whose behavior affects their ability to learn, and provides general guidelines as to the type of assessments and interventions that must be addressed in the IEP. In addition, schools must now address behavioral concerns of students not identified for special education services. On the other hand, schools have been given more latitude with regard to the discipline of students with disabilities. They may now unilaterally suspend a student for up to 10 school days and respond more quickly to students who bring guns or illegal drugs to schools by unilaterally removing students to an IAES for 45 days, though they are responsible for continuing services during their removal. Many fear that these policies will result in increased numbers of students with E/BD in segregated settings.

What are the implications of the 1997 IDEA in regard to parents' rights and their roles and responsibilities in regard to the IEP and discipline issues?

IDEA 1997 substantially increases parent participation rights "every step of the way," and requires that they participate in any decision-making process. For example, parental consent must now be obtained not only for initial evaluations, but also for reevaluations. Parents have the right to access more than their child's "relevant records;" they are now able to access all records and independent evaluations. Another significant change in the law is that states must establish a mediation system in which parents and schools may voluntarily participate.

When requesting a due process hearing, parents will now be responsible for submitting written notices to the district that includes a description of their problem along with their proposed solution. They must also provide districts with a 10-day notice before removing their children from school and placing them in a private school.

What are the barriers that must be addressed in order to ensure appropriate discipline procedures for students with E/BD?

Potential barriers were discussed with regard to alternative placements: (a) how to ensure that the IAES complies with least restrictive placement and other regulations, (b) how to ensure availability of and access to alternative programs, and, (c) how to address regulatory issues in privately managed alternative settings that specify a code of conduct for students to remain in that setting.

Many of the perceived barriers could not be articulated clearly due to the ambiguities in the law. For example, is a functional behavioral assessment and behavioral intervention plan required after a 1-day or 10-day suspension? Must services be provided from day 1 of suspension? What constitutes "technical soundness" of a behavioral intervention plan? What exactly constitutes "prior knowledge" that a student is a student with a disability? What is the role of general education if a student is removed to an IAES? How will schools deal with the logistical problem of including general education staff at meetings, and which general education representatives are needed when addressing secondary curriculum? How are schools to comply with requirements that they transmit records to law enforcement authorities? Do discipline provisions apply to Section 504 students? Is the 10-day time limit in effect during preassessment?

Translating Discipline Requirements Into Practice Through Behavioral Intervention Plans

It appears that we have much to learn in order to fully understand how to best meet the discipline requirements as outlined in 1997 IDEA.

How do we determine that a need exists for a behavior intervention plan?

The first indication that a behavior problem exists will trigger the need for a behavior intervention plan if student problems are to be managed in a proactive manner. Ideally, a behavioral intervention plan based on a functional behavioral assessment should be developed upon occurrence of such problems in general education settings for all students; but, this may not be realistic. However, a functional behavioral assessment and behavioral intervention planning should serve as a major component of prereferral intervention, and could be most efficiently incorporated during this step of the referral and identification process.

What are the key elements in completing a functional assessment?

Most professionals agree that a functional behavioral assessment includes seven key elements:

1. Interviews
2. Records review.
3. Student observations.
4. Hypotheses formulation and testing.
5. Manipulation of variables.
6. Implementation of intervention(s).
7. Evaluation of intervention effectiveness.

However, these are elements to be considered when conducting a "best practice" functional behavioral assessment, which is completed at the first occurrence of problem behavior. If the school waits until the student has accumulated 9 days of suspension and the student is suspended again, such a best practice assessment will be impossible to conduct. In this case, an emergency functional assessment must be conducted, which would lack the systematic data collected during a best practice functional assessment. In the case of an emergency functional behavioral assessment, extensive interviews and record reviews would have to serve as sources of data.

How do we develop hypotheses statements and verify the accuracy of these statements?

In response to the question, is the process systematic or guesswork? One participant commented that some professionals have observed that the functional behavioral assessment is a true application of the scientific method, which incorporates precise methodology but also a component of guesswork. Following the scientific method, some aspect of the universe is observed. A tentative description—or hypothesis—is then derived from a multitude of observations and experiments that is consistent with what is observed. The hypothesis is subsequently used to make predictions, and those predictions are tested by experiments or further observations. The hypothesis may be modified in light of the results until there are no discrepancies between the theory and the experiment, which results in a theory within which observations are explained and predictions are made. In the case of functional behavioral assessment, we must obtain documented proof in enough settings so that the presenting problem behavior is believed by others.

In educational settings, where scientific principles cannot be so readily applied when studying the dynamics of human behavior, this process is very complex. However, by using checklists that aid in the identification of setting events and the intent of the behavior and through direct observation of behavior, professionals are more able to generate hypotheses that lead to testable interventions. Several members of the group shared examples of protocols their districts are using, many of which were based on the work of Dunlap and Kern (1993) and O'Neill, Horner, Albin, Storey, and Sprague (1990).

What are the key elements in designing, implementing, monitoring, and evaluating a behavioral plan?

Essentially, the first step is to define a target behavior and gather information regarding home, school, and community variables. To this end, interviews, record reviews, and direct student observations are conducted. Such an ecological analysis examines several features: the physical and social settings in which the behavior does and does not occur; activities; nature of instruction; scheduling factors; degree of independence, choice, and participation; learning styles; social interaction skills; psychosocial factors; and biophysical or medical factors.

All data are then compiled to generate hypotheses about what function the behavior serves and to determine what factors may decrease the likelihood of challenging behaviors and increase the likelihood of positive behaviors. Specific hypotheses are subsequently tested by systematically manipulating specific environmental variables thought to be related to the function of the target behavior. Essentially, variables are manipulated so that they may help identify both the problem behavior and the replacement behavior. If it is determined that specific variables have an effect on the target behavior, the hypothesis regarding the function of the behavior has been confirmed. Proper hypothesis testing requires that evaluation be an integral and ongoing part of behavioral planning. A logical outcome of such ongoing evaluation and planning is the written behavior plan, which should describe specifically the expected behaviors, inappropriate behaviors, and positive and negative consequences (including intervention and crisis management techniques).

What are the barriers that must be addressed in order to ensure that appropriate behavioral plans are in place?

Many districts are concerned that they will not be able to complete a quality functional behavioral assessment within the 10-day period, due to the time and resources such a comprehensive evaluation would require. The issue of functional assessment presents a particularly troublesome situation, if they must be conducted on all special education students with behavior problems. Another issue was brought up by a group member who reported that IDEA's use of the term "functional behavioral assessment" is not consistent with what psychologists in her district define as a functional behavioral assessment. Therefore, clarification will be required in order to address some of these perceived barriers.

Summary

While 1997 IDEA appears to be a viable means of restructuring the educational system, until specific implementation questions are answered, confusion will exist in the minds of many general and special educators. This Forum was an attempt to address some of those questions and assist school personnel in developing more positive behavioral supports for students with problem behaviors that will enable them to remain in school and benefit from educational services.

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BUILDING STRUCTURAL SUPPORTS FOR STUDENTS WITH EMOTIONAL/BEHAVIORAL DISORDERS UNDER IDEA 1997

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In this chapter, we examine the reauthorization of the Individuals with Disabilities Act and the many new and distinct educational opportunities it offers for practitioners who serve students with emotional and behavioral challenges. As state and local educators seek to apply it to individual children and youth, a clear understanding of the law and its implications for our school systems is needed in order to meet the intent of the statute. Consequently, it is imperative that we rethink special education in light of the new federal guidelines for serving students with emotional and behavioral disorders (E/BD). Forum participants agreed that we must build a firm foundation for applying the process and assure that the mechanisms are in place to address barriers that keep students from achieving their best. Revisiting the challenge to educate students with E/BD requires a look backward as well as forward as we begin to address the mandates of 1997 IDEA.

Translating the IEP Into Practice: Ensuring Positive Conduct and Social Skills Outcomes for Students with E/BD

The distinctive feature of special education law has always been the emphasis upon individual assessment and achievement. For students with E/BD, there has been a heavy emphasis upon the acquisition of social skills. IDEA requires us to look beyond the basics of social skills, and address issues such as appropriate curricular modifications and new types of behavioral intervention and to understand how they relate to social skills instruction. In order to do this, we must become more "student centered" in our approach. We feel that practitioners must address the needs of individual students and develop plans that match the unique characteristics of each student. Curricular accommodations must match student learning needs; behavior intervention plans should be based on knowledge of the child's social/physical environment as well as his or her behavior.

Participants discussed at length the concept of student-centered social skill instruction that usually begins with multidisciplinary team planning. First, the task of the team is to generate a picture of the child that is geared for gradual and progressive approximations toward more successful academic accomplishments. There is a high expectation for achievement for the student. Every member participates in the shared vision of success for the student. Second, the committee enters in an inclusion process that involves the total educational community. Special education teachers, general education teachers, elective teachers, peers, lunchroom workers, and bus drivers must accept a vision of future successes rather than current failures. The team must become a part of the advance planning that proceeds services and they should also be aware of the modifications that support the child's success.

What constitutes a technically sound instrument for assessment? What steps do we need to take to facilitate the routine use of these instruments?

To design appropriate and effective accommodations for students, participants argued that school personnel must possess a thorough understanding of the strengths and weaknesses of the individual child or youth. Student assessment begins with the referral and continues throughout a student's involvement with special education. It includes formal assessment measures such as intelligence testing as well as more informal measures that teachers can implement to design classroom interventions. Assessment is a function of a school district's commitment to provide quality services to children and youth with E/BD. It is most useful to classroom teachers when appropriate assessment instruments are used and when the assessment results can be easily translated to interventions.

We feel that quality assessment instruments are central to the assessment process. Therefore, choosing the correct instrument(s) for individual children is paramount. A variety of instruments may provide the practitioner with a more complete description of the student. Instruments should be well tested and consistent in their results. Furthermore, they must be practical for classroom use and produce scores that are easily translated into practice. Finally, a good instrument will be responsive to cultural norms.

Are there ways to increase the likelihood that these data will be used to guide instructional decision-making on behalf of students with E/BD?

Practitioners will most likely use the assessment process when they have the opportunity to be trained in the use of an instrument, preview particular instruments before using them, and be afforded realistic expectations for their classroom implementation. Training involves a rationale for use of the instrument and an explanation of the types of results to expect from a particular instrument. The training should be a part of preservice teacher training and continual inservice training and be viewed as support throughout the assessment process.

Various participants suggested that previewing the instrument allows the practitioner to evaluate its practicality for individual students as well as its usefulness for certain classroom or school settings. Factors such as time involvement, cost, and resources needed to conduct the assessment must be considered in the preview session. Several participants indicated it is also helpful to have several teachers preview the same instrument and discuss its implications for classroom use.

Information provided by the instrument is most effective for classroom teachers when the data can be used to produce an efficient and effective intervention plan for the student. The teacher must view the information as applicable to his or her classroom and useful for the individual needs of particular children. In addition, the information generated by the assessment instrument must create an uncomplicated entree for communication and collaboration with the IEP team and the student's family.

What are the barriers that must be addressed in order to ensure positive outcomes for students with E/BD?

Participants agreed that there is still a lack of understanding about special education services within the education community. To create a clearer vision, educators and support groups must continually stress the central role of individualized planning that focuses on student strengths. Achieving this goal necessitates a greater collaboration between the school, the student, and the family. In addition, administrative personnel at the local and university level must place a high priority on the needs, desires, and goals of the student and their family and design ways to meet these objectives in the context of the school setting. Finally, policy makers must focus on the contributions that persons with disabilities can make to society when appropriate educational services are provided.

Translating the IEP Into Practice: Ensuring Positive Curriculum and Instructional Outcomes for Students with E/BD

What are key elements in planning for curricular accommodations? What are key elements related to curriculum integration and accommodation as related to academic and behavioral needs of students with E/BD?

Accommodating students with emotional/behavioral disorders with their normally developing peers is a process that can unite students, peers, families, and administrators under the overarching mission of educational opportunity. By including students in learning situations in least restrictive settings, they are given access to an education that helps them to apply academic and social skills in natural and functional situations. However, it is essential to plan for successful student integration.

Accommodation can best be viewed as an educational process that is meaningful to the student and allows him or her to learn skills that can be utilized in real life settings beyond the public school experience. Integration entails a continuum of placement decisions as well as a continuum of instructional experiences within the classroom. To ensure student success, the IEP team must consider the needs of the student and his or her family as well as state guidelines for curriculum development.

The needs of the student and the family serve as the basis for accommodation planning. Within the classroom, accommodation can be achieved by designing situations that reflect the goals of the student and are based in realistic post-school expectations. This will involve interweaving career education with service learning and include a strong link with associations outside the school (e.g., businesses, athletic, and service organizations). Plans should also be made to include a social skills component that is tied to the natural setting and allows the student to learn the nuances of social competence. It should be explicit and direct. In addition, strategies may be necessary to aid normally developing peers in reacting appropriately to the student's disability.

Creating accommodations is the heart of the "student centered" approach to education of students with E/BD. It begins by acknowledging that these students may not learn under the same instructional methods as their normally developing peers. Hence, accommodations and/or modifications must be made to allow the student full access to the curriculum. Accommodations that are successful are based on the individual strengths and weaknesses of the student. They must be applied to the curricular content, presentation of the material, and to student response pattern.

What specific aspects of the curriculum need to be modified and in what steps?

Academic accommodations that are based on the individual needs of students with E/BD are grounded in the principle that educators must bring the general curriculum to a successful operational level for each student. Several participants felt that strengths of individual students dictate the type of accommodations that will most likely help the student access the material in a successful manner. The process begins by determining what is most important about the subject matter and then extending these fundamentals to the natural interests and lifetime goals of the child.

We discussed the fact that presentation of the academic content is the means by which teachers gain access to the student's internal motivation system. It is a hook that catches the student's attention and enables him or her to apply personal strengths to academic content. Presentation can be enhanced by utilizing actual life experiences, building upon the multiple intelligence concept, and using peer coaching. Discussants also suggested that aspects of the fine arts such as music or art might be another way to amplify presentation skills.

The type of student responses may also need to be modified for children and youth with emotional and behavioral disorders to communicate their knowledge of the subject matter. The use of technology, portfolios, or student created projects were suggested as alternative forms of assessment that reflect the student's grasp of the academic content.

What are the curriculum implications when developing transition plans for students with E/BD?

A major challenge for special educators is to enable students with disabilities to become self-sufficient adults. The early acquisition of social and job-related skills are indicators of success in the workplace. This is particularly true for the student with emotional and behavioral disorders. Consequently, the notion of a special transition plan has been strengthened by 1997 IDEA. New guidelines for the transition plan further support the student in making the connection between school and work more effectively. Federal legislation requires schools to build work place skills into the IEP at age 14 and to continue the process until the student graduates from high school. Furthermore, transition plans build on the curriculum goals and objectives taught in the lower grades. Job skills such as perseverance, attendance, task completion, etc., are particularity stressed in the middle school years. At age 14, the formal transition plan is initialized based on the student's personal interests and support system. Transition plans that match program components to student strengths have much higher success rates than prespecified programs set in place before the student is consulted.

We all agreed that transition plans are most easily implemented when IEP objectives are matched with identified and specific job skills. They should begin with the classroom setting and gradually merge to community-based settings as the student grows older. Transition plans always include self-advocacy components and utilize interagency involvement.

It is paramount that provisions be made in the transition plan for changing interests of the adolescent. Many times, vocational interests at a young age become academic interests at a more mature age. Therefore, courses need to be included in the transition plan that are both vocational and academic in nature, allowing for flexibility in course selection and graduation requirements.

What are the barriers that must be addressed in order to ensure appropriate curriculum accommodation?

Lack of time, space, technical assistance, effective communication, and adequate physical facilities are factors that serve to undermine the special education process. Addressing these issues should enable practitioners to function more smoothly within their specific organizations and, consequently, better serve individual students. Teachers who are free to operate with a minimum of organizational conflicts are also free to make accommodations, generate behavior plans, and create workable transitions.

Translating the IEP Into Practice: Translating Discipline Requirements Into Practice

As one participant put it, IDEA 1997 can be viewed as legislation that focuses on interaction and collaboration. Administrators, IEP team members, and parents all play a more intricate and participatory role in the new legislative mandate. However, the new system has produced many questions for persons involved in issues concerning discipline.

What are the key changes in the IDEA 1997 in relationship to discipline? In what ways do the changes in the 1997 IDEA influence administrative options, and IEP team responsibilities in regard to discipline?

With reauthorization of IDEA, administrators are given many more options for addressing students engaging in discipline evoking behaviors. The use of functional assessment and alternative placements are two examples of choices that administrators must now incorporate in discipline plans for students. Nevertheless, the option of alternative placement poses a great dilemma for many administrators. Issues such as quantity and quality are emerging as sources of frustration for those designing and implementing alternative schools. Location, staffing, and financial considerations are factors that school districts must now address. In many instances, the extra expense of the alternative placement school may serve as a wedge that widens the chasm between general and special education among school personnel as well as within the local community.

Administrators also have the option of working with other community agencies in serving students with E/BD. Organizations such as juvenile justice, social services, the courts, faith communities, and parents are now viewed as important groups that can contribute to the student's well being. Keeping dialogue open and active between these groups can help to create the seamless support system many students with disabilities need to function successfully.

In keeping with 1997 IDEA "student-centered" approach, the IEP team also has the responsibility of looking at the student and his family much more individually. This means that the student may be involved in the planning and implementation of the IEP. Some school districts are designing student oriented IEP forms that allow the student to understand the process and track their own progress toward their personal IEP goals. "Student-centered" also means that parents have more avenues for disagreeing with the school's position with regard to discipline issues. Team members must be trained to deal with the increased power that these players bring to the IEP meeting. Conflict resolution skills, techniques for conducting meetings, and confidentiality issues should be a part of the training.

What are the implications of the IDEA 1997 in regard to parents' rights and their roles and responsibilities in regard to the IEP and discipline issues?

As we discussed, the family of the student with E/BD is considered a primary player in the child's educational and behavioral plans. Including families as active participants implies that family members must be present at the meetings and that they should possess the knowledge to participate fully with other team members. To achieve these goals, educators must become more family friendly in their approach. Phone calls, home visits, and cooperation with the family's day care, are ways that teachers can help families feel included in the planning process. Families can also be involved through education about the acronyms of special education as well training in appropriate child discipline and guidance techniques.

What are the barriers that must be addressed in order to ensure appropriate discipline procedures for students with E/BD?

Major factors that influence discipline procedures involve funding and attachment issues. Most funding problems are addressed through large class sizes and schools. To overcome this problem, classes and schools must become smaller. In many instances, getting student attachment to school is also problematic. Schools are challenged to find ways to achieve student attachment. Some students are bused into schools and cannot be involved in extra-curricular activities. High schools are also challenged to facilitate attachment among students. Clearly, educators must be willing to think differently to meet the needs of students with E/BD. Sometimes, innovative thinking is needed to develop strategies that are appealing to nontraditional learners.

Translating Discipline Into Practice Through Behavioral Intervention Plans

One of the most overlooked elements in planning for students with E/BD is the behavioral component. With the IDEA 1997, behavioral intervention plans are mandated.

How do we determine that a need exists for a behavioral intervention plan?

Behavioral intervention plans must focus on the unique needs of students with E/BD. It is important to understand that an intervention plan need not necessarily be a reaction to a behavior problem. That is, preventive behavior plans are also recommended for students who need additional support to achieve the goals of the multidisciplinary team.

What are the key elements of completing a functional assessment?

Behavioral intervention plans are based on knowledge of the function of behaviors for the student and are recommended for any student who has a disability. It is important to note that while behavior plans must meet the needs of individual children, they must also be part of a system of guidance and discipline within the school and comply with the regulations of particular states.

A behavioral intervention plan should be a part of an overall IEP plan for a student with E/BD. Behavioral intervention plans focus on specific behaviors that disrupt the student's academic success or that of his or her classmates. These plans are based on functional assessment of the student within the school environment and give the student a larger repertoire of acceptable behaviors to meet personal goals. To complete a behavioral intervention plan necessitates that IEP teams follow a sequential procedure beginning with observation of the problem behavior and concluding when the student learns a more acceptable behavior that satisfies the same need for the student. A behavioral intervention plan includes items such as the following:

Gather Information
- Identify and define the behavior to be changed.
- Chart the important aspects of the behavior (e.g., frequency, duration).
- Assess all personnel and peers involved with the student for their interpretation of critical aspects of the behavior.
- Assess the classroom environment to analyze schedule, curriculum, materials, and other social, affective and/or physical factors that might be influencing the student's choice of behavior.

Reflect on the Information
- Develop a hypothesis to explain the purpose of the behavior and what factors might be influencing the student behavior.
- Test the hypothesis by manipulating factors in the environment and observing for changes in the behavior.

Develop A Plan
- Identify a replacement behavior to help the student meet the need identified in the hypothesis.
- Teach the student the replacement behavior.
- Reinforce the replacement behavior.
- Teach to promote generalization of the new behavior across different settings.

Realize
- Behavior is most likely to change when we focus on small increases.
- There may be an increase before there is a decrease in the inappropriate behavior.
- Deal with reinforcement satiation quickly by keeping reinforcers novel.
- Look ahead and plan for all possible contingencies in the natural environment.

What are the barriers that must be addressed in order to ensure that appropriate behavioral plans are in place?

The lack of fiscal resources were viewed by participants as a primary barrier to implementing appropriate behavior plans for students with E/BD. In many instances, funding paths are designed more for administrative convenience than student needs. To relieve this problem, persons trained in special education and financial planning could help to direct funds in proper channels and more effectively serve a greater number of students.

Summary

1997 IDEA requires us to enlarge our vision for all students and generate a stronger support system for students with E/BD. As we begin setting the building blocks in place to implement 1997 IDEA, it is necessary to rethink the original challenge the statute provided us in 1977. We must look at children and youth through the lenses of individuality and diversity with a stronger focus. We must view collaboration between teachers, families, administrators and outside agencies more positively and learn how to make the procedures work best for our students. Dismantling the barriers that keep us from accomplishing our goals and redefining our services will keep the process moving forward for students with E/BD.